




REQUEST FOR CITY PLAN COMMISSION REVIEW

Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	Hanley-Forsyth, LLC; Clayton Property Investment, LLC; Forhan, LLC; Centene Center II, LLC; CMC Real Estate Company, LLC; Health Plan Real Estate Holding, Inc.
Project Address:	7454, 7510, 7518, 7520, 7528, 7600, 7606, 7630, 7632, 7636, and 7642 Forsyth Boulevard; 12, 14, 20 and portion of 106 South Hanley Road; 10 South Lyle Avenue; 101 and 105 Carondelet Plaza; 7711 and 7733 Carondelet Avenue and adjacent proposed vacated rights-of-way.
Item Type:	Rezoning & Special Development Plan
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of a request to rezone subject properties from the existing base and overlay zoning districts to Special Development District (SDD).

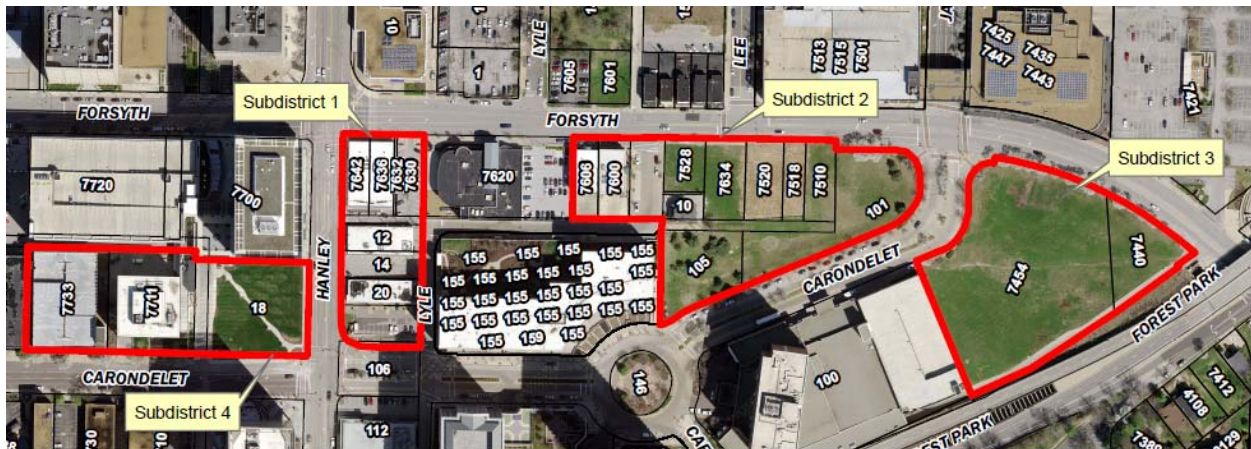
BACKGROUND & PROJECT DESCRIPTION

This request is for consideration of a Rezoning and Special Development District (SDD) plan for a proposed mixed-use project known as Centene Clayton Campus. The proposed SDD will govern the redevelopment of four new Subdistricts totaling 9.3 acres. The properties under the current SDD plan for Centene Plaza (7700-7720 Forsyth Boulevard) will be incorporated under one plan and ordinance with the subject properties.

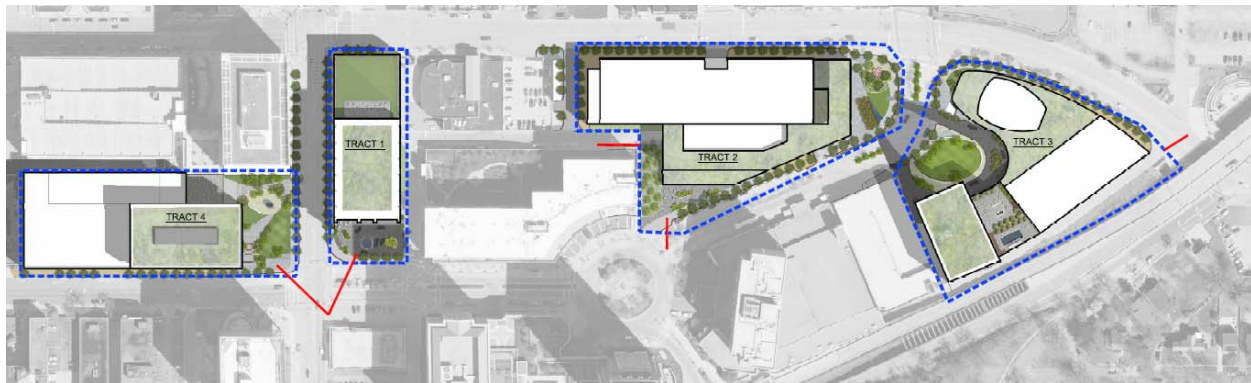
All of the properties within the proposed SDD are currently vacant, with the exception of 7711-7733 Carondelet Avenue in Subdistrict 4. A demolition permit for 7600-7606 Forsyth Boulevard in Subdistrict 2 has been issued. Subdistricts 1, 2 and 3 are located east of Hanley Road and south of Forsyth Boulevard. Subdistricts 1 and 2 are immediately adjacent to Wellbridge Fitness Center (7620 Forsyth Boulevard), and the mixed-use Crescent condominium building (155 Carondelet Plaza). The eastern portion of Subdistrict 3 is located in University City and is immediately adjacent to the Forsyth Metrolink station. Subdistrict 4 is located west of Hanley Road, on the north side of Carondelet Avenue adjacent to the existing Centene Plaza, and is comprised of an existing office building, parking structure, and open space which is currently zoned SDD for the second phase of Centene Plaza.

Two properties included in the proposed Subdistricts are not included in the rezoning request: 18 South Hanley Road (which is already zoned SDD) and 7440 Forsyth Boulevard (which is located in University City). On June 6, 2016, this project was presented to the Plan Commission/Architectural Review Board for Conceptual Review. The following map and chart

identify and summarize the proposed Subdistricts. The tables in Appendix A, attached at the end of this report, summarize the applicable zoning requirements for each subject property and whether the proposed development complies with each standard.



Proposed Subdistricts: Existing Conditions



Proposed Subdistricts: Illustrative Conditions

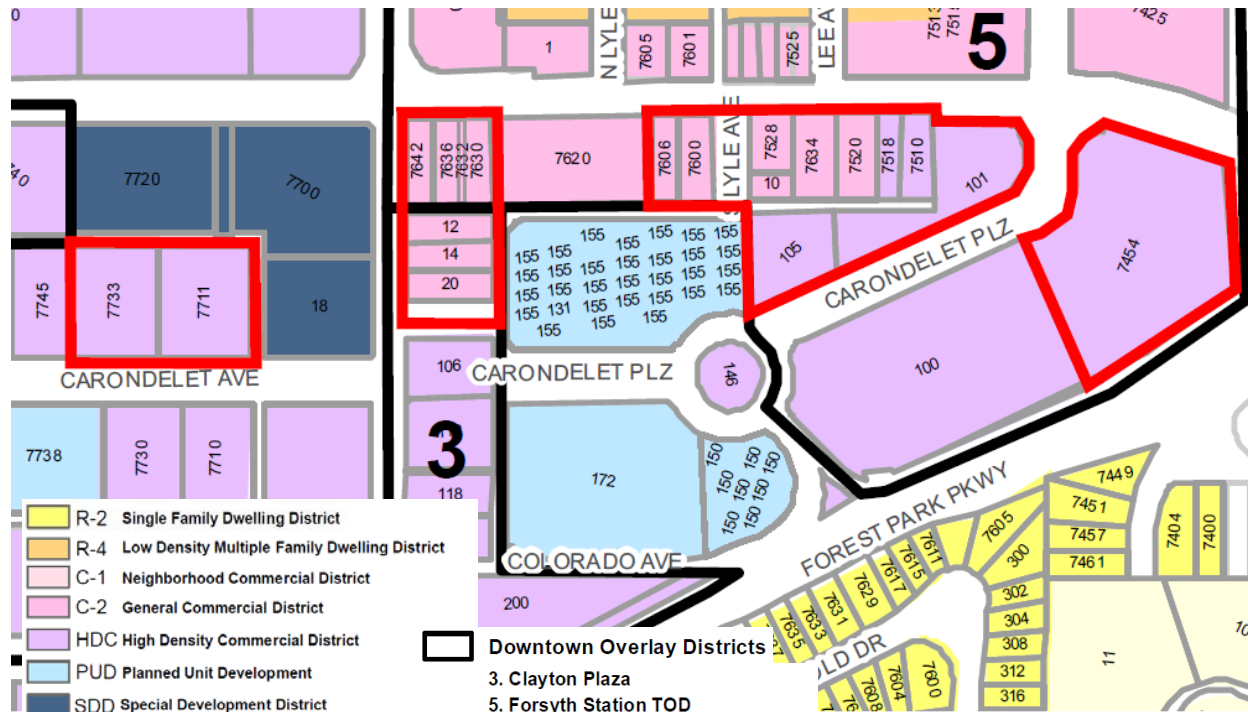
Sub-district	Lot Area (acres)	Completion	Height (above grade)		Size (gsf)	FAR	Office (gsf)	Retail (gsf)	Residential & Hotel		Parking	
			stories	feet					gsf	units	gsf	spaces
1	1.32	2019	30	414	1,030,750	10.0	560,915	15,115	-	-	370,600	790
2	2.83	2019	8	100	1,053,338	1.9	-	30,350	204,000	135 (res)	816,000	2,099
3	2.99	2020	34	455	1,209,310	5.1	410,485	*81,260	170,760	120 (hotel)	409,000	929
4	2.19	2021	19	328	1,196,370	4.9	461,020	7,580	-	-	637,800	1,659
Total	9.33				4,489,768	4.8	1,432,420	134,305	374,760	255	2,233,400	5,477

* Includes the corporate civic auditorium.

REZONING & SPECIAL DEVELOPMENT PLAN

The applicant requests to rezone all property located within the proposed Subdistricts, with the exception of 18 South Hanley and 7440 Forsyth Boulevard, from the existing base and overlay zoning districts to Special Development District (SDD). The properties to be rezoned are outlined in red in the following zoning map. 7632 Forsyth Boulevard (located between 7630 and 7636 Forsyth

Boulevard) is not included in this request due to a publication error. It will be considered at an upcoming meeting once it has been properly advertised.



Proposed Rezoning: Subject properties outlined in red.

A Special Development District (SDD) is a distinct zoning classification for large-scale development. The purpose of the special development process is to encourage innovation in the planning and building of a large-scale development with a multi-phased, multi-year timeline. An SDD is governed by a Special Development Plan and Subdistrict Plans, each of which require approval by the Board of Aldermen. The Special Development Plan provides the general development standards for the proposed development including the location of project phases and schedules, location and use of each proposed building, the maximum height and size of each building, the location of open space and landscape buffers, general traffic circulation and the location of parking.

The individual Subdistrict Plans provide detailed information related to each specific phase of the development. Each Subdistrict requires approval of a Subdistrict Plan (by the Board of Aldermen), Site Plan Review (by the Plan Commission), and Architectural Review (by the Architectural Review Board). The applicant is requesting consideration of the Rezoning/Special Development Plan and all four Subdistrict Plans (including Site Plan Review and Architectural Review) concurrently. Approval of the Rezoning/Special Development Plan is not contingent upon approval of the detailed Subdistrict Plans.

CRITERIA FOR APPROVAL & ANALYSIS

Section 405.1210 lists eight criteria for approval of a Special Development Plan. The Plan Commission shall take the following objectives into consideration and shall recommend to the Board of Aldermen approval, approval with conditions or denial of the Special Development plan.

Planning Goals and Objectives

- 1) *"The proposed development, including proposed phases and schedule, is in harmony with general purposes and intent of Chapter 405 of the Municipal Code and is compatible with and implements the planning goals and objectives of the City."*
 - >> Subdistricts 1, 2, 3, and a portion of 4 are located in the Forsyth Village District as identified in the Downtown Master Plan. The vision of the district is to "create a dense, walkable, mixed-use district including a significant new urban residential development oriented around the Forsyth Metrolink Station with appropriate connections to the existing development at Carondelet Plaza and the adjacent neighborhoods". The plan identifies both Forsyth Boulevard and Carondelet Plaza as pedestrian priority zones.
 - >> Subdistrict 4 (except for 18 Hanley Road) is located in the Central Station District, as identified in the Downtown Master Plan. The vision for the Central Station District is to "create a walkable, high density mixed use district with significant new office development and high density multifamily rental residential infill oriented around the Clayton Metrolink Transit Station."
 - >> All of Subdistricts 2 and 3, and the northern portion of Subdistrict 1 are located in the Forsyth Station TOD Overlay District. It is intended to foster development emphasizing public transit and enhanced pedestrian accessibility, and presents a unique opportunity for the City to leverage the benefits of its proximity to Metrolink with future mid to high density residential and mixed-use development. To achieve these goals, the district incentivizes development by reducing on-site parking thereby affording more economically productive use of available land. The southern portion of Subdistrict 1 is located in the Clayton Plaza Overlay District. It is intended to encourage mixed-use development on one or more contiguous parcels using flexible standards to enable creative land use layout and site design.
 - >> Staff is of the opinion that overall the proposed development is in harmony with the zoning regulations and implements the planning goals and objectives of the City. With the implementation of staff's recommendations, staff is of the opinion that compliance with the Downtown Mater Plan would be greatly enhanced.

Compatibility:

- 2) *"The proposed height, arrangement and uses of the proposed development are compatible with the surrounding neighborhood and the City as a whole."*
(Refer to Appendix A for a summary of the allowable and proposed development standards for each subject property and whether the proposed development complies with each standard).

Uses

>> According to sheet G003 of the SDD Plan, the following uses are proposed:

Subdistrict	Below Grade	Ground Floor	Upper Floors
1	Parking	Office lobby, retail	Office, parking
2	Parking	Retail, residential	Parking, residential
3	Multi-purpose corporate training facility, parking	Corporate auditorium*, office and hotel lobby, retail, parking	Office, parking, corporate lodging
4	Parking	Office lobby, retail	Office, parking

*Should say "corporate civic auditorium"

- >> In general, staff is of the opinion that the proposed uses are compatible with the surrounding neighborhood and City as a whole; however, we have concerns regarding the proposed ground floor uses for Subdistricts 2 and 4.
- >> The proposed ground floor uses listed on the SDD Plan do not include ground floor parking; however, the Subdistrict plans for Subdistrict 2 show retail only for a portion of the ground floor along Forsyth Boulevard, and +/- 180 feet of building's ground floor frontage as parking. The plans for Subdistrict 4 show retail and an office lobby on a portion of the ground floor along Carondelet Avenue, and +/- 144 feet of the building's ground floor frontage as parking. The ground floor parking area is noted on the plans as "future conversion to retail."
- >> Subdistrict 2 is located in the Forsyth Station TOD Overlay District which requires ground floor retail along Forsyth Boulevard. The current zoning for Subdistrict 4 does not have restrictions for ground floor uses; however, the Architectural Review Guidelines of the HDC Zoning District state that parking structures abutting the street should have retail or commercial uses on the ground floor.
- >> Staff is of the opinion that parking structures without ground floor retail and/or commercial uses are not desirable for Downtown and are incompatible with the vision of the Downtown Master Plan to expand retail opportunities, create a human scale public realm and pedestrian friendly streets.

Floor Area Ratio (FAR)

- >> FAR is the total floor area of all structure improvements on a lot, divided by the area of the lot. Areas within a building used for parking and mechanical penthouses, atriums and landscaped decorative pedestrian areas are excluded from the measurement of floor area.
- >> Structures proposed in Subdistricts 1 and 4 exceed the allowable FAR per the current zoning regulations. The Downtown Master Plan does not recommend any limitations on FAR for any of the Subdistrict sites. Subdistricts 2 and 3 are located in the Forsyth Station TOD Overlay District which requires a minimum FAR of 3 to encourage a minimum level of density throughout the district. Subdistrict 3 complies with this requirement; however, Subdistrict 2 does not. Staff recommends the addition of more residential units and ground floor retail uses to Subdistrict 2 to increase the project's density and comply with the minimum FAR requirement.

Height

- >> Structures proposed in Subdistricts 1 and 2 exceed the allowable height per the current zoning regulations. There is no height limitation for Subdistricts 3 and 4. The Downtown Master Plan does not recommend any height limitations for any of the Subdistrict sites.
- >> Due to the close proximity of lower density residential uses east of Hanley Road, site elevation drawings including residential properties to the south, east, and north were requested by staff; however, none were submitted. The applicant has provided a shadow study; however, it does not have sufficient detail for staff to provide an analysis. Staff recommends the study be revised to provide the following: 1) Identification of affected residential uses (single-, two-, and multi-family), institutional uses, open spaces, parks, and other sensitive features, 2) Differentiation between existing shadows and proposed shadows (show full extent of new shadows), 3) Quantification and assessment of the extent and duration of new shadows on affected properties, 4) Analysis of the potential impacts and mitigating features that have been incorporated into the design.

Setbacks

- >> All Subdistricts will require setback waivers. Staff is of the opinion that the proposed setbacks are similar to previously approved setbacks for comparable developments and are consistent with good planning practice.

Traffic & Circulation

- 3) *"Streets or other means of access to the proposed development meet City of Clayton standards and are suitable to carry anticipated traffic."*
- 4) *"The internal circulation system of the proposed development encourages safe movement for vehicles and pedestrian."*

Traffic

- >> A traffic study conducted by Crawford Bunte Brammeier (CBB) analyzed the potential traffic impacts of the proposed development. The full build-out of the all four Subdistricts is expected to generate 2,145 new trips during the morning peak hour and 2,225 new trips during the afternoon peak hour. The following roadway improvements were included in the development plans submitted by the applicant:
- i. The Subdistrict 1 garage access to Forsyth Boulevard is limited to right-in/right-out only.
 - ii. Signalized access is proposed to the Subdistrict 2 garage on Forsyth Boulevard. A westbound left-turn lane is proposed on Forsyth Boulevard to serve the garage. Two lanes are proposed exiting the garage (one northbound left-turn lane and one shared left/through/right-turn lane).
 - iii. Signalized access is proposed for the intersection of Forsyth Boulevard with the Subdistrict 3 service drive which runs parallel to Forest Park Parkway.
- >> According to the study, in addition to the improvements already included in the plans submitted by the applicant, the following improvements are recommended to provide adequate capacity to handle the additional trips generated by the development:
- i. Add a second access to the Subdistrict 3 Garage (via Carondelet Plaza) to help distribute the heavy exiting left-turn traffic and provide acceptable operating conditions. The driveway should provide, at a minimum, a 3-lane cross-section at the intersection with Carondelet Plaza.
 - ii. Re-stripe and/or widen Forsyth Boulevard to accommodate two eastbound through lanes from the service drive in Subdistrict 3 to east of the Forest Park Parkway Off-Ramp/Bland Avenue.
 - iii. Widen the Forest Park Parkway Off-Ramp/Bland Avenue to provide dual northbound left-turn lanes and a separate northbound right-turn lane at Forsyth Boulevard.
 - iv. Construct a southbound right-turn lane on Hanley Road at Carondelet Avenue in conjunction with Subdistrict 4.
 - v. Implement signal retiming and optimization program upon completion of development and roadway improvements.
- >> Other comments from CBB
- i. The trip generation methodology assumes that the Subdistrict 3 corporate training center, auditorium, and corporate lodging uses are predominantly for Centene's use only. Additional analysis is needed if these uses are available to the public and concurrent use of the office tower and the other uses during a weekday peak hour are proposed.

- ii. Future development in the vicinity of North and South Lyle Avenue may necessitate relocation of South Lyle Avenue to align with North Lyle Avenue and possible signalization of the intersection with Forsyth Boulevard.
- >> The traffic study is currently under review by St. Louis County and University City. St. Louis County has jurisdiction over Hanley Road and Forest Park Parkway, and University City has jurisdiction over Forsyth Boulevard east of the city limits. Both of these entities will have final approval of any recommended improvements to roadways under their jurisdiction.

Pedestrian Circulation

- >> A pedestrian circulation plan was requested by staff; however, one has not been submitted. The plan is important in identifying where employees and visitors park and/or arrive on the site and their path to their final destination. The plan will provide information on the proposed pedestrian volumes at each intersection, which may result in design changes or changes to signal times.
- >> According to the traffic study prepared by CBB, because of the spatial distribution of uses as well as parking supply, significant pedestrian flows are anticipated primarily along Hanley Road, Forsyth Boulevard and Carondelet Plaza. Increased pedestrian flows should be accommodated during signal retiming. CBB acknowledges that grade separated pedestrian facilities, via an elevated walkway or a tunnel, would alleviate heavy pedestrian crossings at signalized intersections.
- >> The SDD plans indicate that Subdistricts 1 and A (existing Centene Plaza building) will be connected through an elevated walkway above Hanley Road. Although not shown on the SDD Plans, the Subdistrict 2 and 3 Plans indicate that a walkway under Carondelet Plaza will connect the two sites. Elevated and underground walkways are uncommon Downtown and the proposed design will keep pedestrians off the nearby sidewalks. Staff recommends eliminating the elevated and below grade walkways and is of the opinion that they do not contribute to the Downtown Master Plan vision of increasing pedestrian traffic and creating more street-level activity.
- >> Staff recommends eliminating the vehicular drop-off and parking area between the Subdistrict 1 building and Carondelet Plaza. On site drop-off areas for office buildings are not common Downtown and the design creates an unnecessary barrier between the building and the public realm. Staff is of the opinion that the drop-off does not contribute to the Downtown Master Plan vision of creating pedestrian friendly streets.

Parking

Parking is not listed as specific criteria of approval for a Special Development Plan.

Automobile Parking

- >> Zoning Requirements
 - i. To encourage high density development and transit ridership, there are no minimum parking requirements for properties located in the Forsyth Station TOD Overlay District. Parking requirements are at the discretion of the Plan Commission and Board of Aldermen based upon a parking study provided by a parking professional substantiating the developer's stated parking need. This includes all of Subdistricts 2 and 3, and a portion of Subdistrict 1. All other properties are subject to the City's Parking Regulations which require 3,727 parking spaces for a portion of Subdistrict 1 and all of 4. The applicant

proposes 5,477 parking spaces to be located through the Special Development District. The tables in Appendix A summarize the applicable parking requirements for each subject property and whether the proposed development is in compliance.

>> Parking Study Recommendation

- i. A parking study conducted by Crawford Bunte Brammeier (CBB) analyzed the potential parking demand based on the location, size, and use of each Subdistrict. The specific location of the parking stalls was not taken into account for this analysis, as it was based on the entire campus. Each Subdistrict may not be self-supporting in terms of parking, and some tenants in Subdistricts 1 and 3 may need to park in the main parking garage located in Subdistrict 2.
- ii. Based on the size and use of the proposed development, the ULI Shared Parking Manual recommends 4,983 parking spaces and the ITE Parking Generation Manual recommends 5,609 parking spaces. According to CBB, a “comfortable number” of parking spaces to be supplied would be around 5,300 spaces.

>> Staff Recommendation

- i. Subdistricts 2, 3, and portion of 1 are located within the Forsyth Station TOD Overlay District. It is intended to foster development emphasizing public transit and enhanced pedestrian accessibility, and presents a unique opportunity for the City to leverage the benefits of its proximity to Metrolink with future mid to high density residential and mixed-use development. To achieve these goals, the district incentivizes development by reducing on-site parking thereby affording more economically productive use of available land.
- ii. The goal of Transit Oriented Development (TOD) is to surround transit stations with vibrant, carefully designed neighborhoods where people can live, work, shop, and play within a safe and pleasant walk to transit. It is also meant to encourage land uses that support the regional transit system and transit users. One of the biggest barriers to successful TOD is an oversupply of free or cheap off-street parking which may encourage auto-dependence and create a less hospitable pedestrian environment.
- iii. An oversupply of parking may have a detrimental effect on the future success of the area as a dense, walkable, transit-oriented mixed-use district, as envisioned in the Downtown Master Plan. Staff recommends that the proposed number of parking spaces not exceed 5,300 which the parking study references as a “comfortable number” of spaces.
- iv. To mitigate any impacts related to a potential parking deficiency, staff suggests that the employers locating in the SDD implement parking demand management strategies to decrease parking demand and increase transit ridership. One of the most effective strategies is a parking cash out program in which an employer gives employees a choice to keep a parking space at work, or to accept a cash payment and give up the parking space.

Loading Spaces

- >> Subdistricts 1 and 3 comply with the minimum loading space requirements. Subdistricts 2 and 4 fail to provide the required number of loading spaces. This requirement may be waived by the Board of Aldermen through the Special Development Subdistrict process. The applicant has not provided an explanation for this request.

Bicycle Parking

- >> The SDD proposes 126 bicycle racks throughout the four Subdistricts in conformance with the City's Bicycle Parking Regulations.

Landscaping

- 5) *"Appropriate buffering is provided to protect adjacent land uses from light, noise and visual impacts."*

>> According to the City's contracted landscape architect, the proposed development provides Clayton streetscape along the street frontage to provide a pedestrian scale for sidewalk users. Plazas and green spaces are provided at key street intersections; however, additional buffering is needed between vehicular drop-off areas and the public sidewalk. At this time, the submittals do not provide adequate information about the trees and planting types and character to determine if this criteria is met.

- 6) *"The proposed development preserves unique environmental features of the property."*

>> According to the City's contracted landscape architect, there are no unique environmental features of the property. The proposed developments will significantly alter the environment of each of the sites. Existing topography, trees and other existing conditions will be removed.

Utilities

- 7) *"Existing or proposed utility services are adequate for the proposed development."*

>> The project has not received conceptual approval from the Metropolitan Sewer District. The Public Works Department has reviewed the plans and finds them acceptable related to utility service.

Zoning Waivers & Public Benefits

- 8) *"The proposed development complies with all other applicable codes and ordinances"*

>> The tables in Appendix A summarize the applicable zoning requirements for each subject property and whether the proposed development complies with each standard. The Board of Aldermen has the authority to approve waivers from specific development standards in exchange for public benefits. Once approved, the Special Development Plan and Ordinance becomes the specific zoning regulations governing the use and development of the properties.

>> The SDD Regulations list public benefits to the City that are intended to be derived from the approval of a Special Development Plan. Projects may include the prescribed public benefits, or may propose others not listed. According to the applicant, the following public benefits to the City are intended to be derived from the approval of the SDD:

- i. The SDD application seeks to rezone 23 parcels of land into one cohesive phased development while minimizing the impact of construction operations.
- ii. The proposed development includes expansive and extraordinary landscaping and greenspace provisions in support of numerous public plazas located throughout the campus.

- iii. Each Subdistrict's garage entryway(s) has been carefully studied and resultant locations represent the most efficient locations for operations while minimizing automobile impacts to the surrounding community.
- iv. Each Subdistrict's architectural vocabulary is a combination of cohesive modern forms and proportionality informed by the existing vernacular exhibited by the City of Clayton.
- v. Each Subdistrict will utilize building materials similar in quality to the existing Centene Plaza.
- vi. Subdistrict 2 includes a residential component, the exact proportion of for sale versus rental units has not been determined as of yet.
- vii. Rather than possibly proposing multiple individual developments, the proposal provides for the master planning of a large portion of Clayton's urban core, resulting in a cohesive impact to the community when compared to 5 or 6 developments that each seek to maximize the coverage potential of each parcel of land.

CONCLUSION

The proposed project appears to be generally well-designed and will be a significant positive addition to the area and Downtown as a whole. Staff has summarized the following critical issues and deficiencies in the required information provided by the applicant to date:

1. **Ground Floor Uses:** A significant amount of ground floor space will be used for parking which is incompatible with the vision of the Downtown Master Plan to expand retail opportunities, create a human scale public realm and pedestrian friendly streets.
2. **Floor Area Ratio (FAR):** Subdistrict 2 falls below the minimum required FAR which is meant to ensure a minimum level of density throughout the area adjacent to the Forsyth Metrolink station.
3. **Height & Massing:** The submitted shadow study and context elevations do not provide sufficient information to evaluate compatibility with nearby residential areas.
4. **Landscaping:** The submittals do not provide adequate information about trees, landscaping, and open spaces to verify the adequacy of buffers and open spaces.
5. **Parking:** The proposed parking supply exceeds the Zoning Code requirements and recommendations of the parking study which may have a detrimental effect on the future success of the area as a dense, walkable, transit-oriented mixed-use district as envisioned in the Downtown Master Plan.
6. **Traffic:** The traffic study recommends several improvements to provide adequate capacity to handle the additional trips generated by the development.
7. **Pedestrian Circulation:** A pedestrian circulation plan has not been submitted. The proposed vehicular drop offs and elevated/below grade walkways do not contribute to the Downtown Master Plan vision of increasing pedestrian traffic and creating more street-level activity.

STAFF RECOMMENDATION

Staff recommends the Plan Commission continue consideration of this request to a later date in order for the applicant to submit the required information for continued staff review and for the applicant to address the identified critical issues. The applicant should provide the following information and/or plan revisions:

1. A response to the critical issues identified in the “Conclusion” section of this report by either providing the requested information and revising the plan set where applicable or providing justification for the current design.
2. Sheet G001
 - a. For the purposes of calculating the overall building size and floor area ratio, use the following definition of floor area: “the gross horizontal area of each floor, including basements, cellars and penthouses, measured from the exterior faces of a building. Areas within a building used for parking and mechanical penthouses, atriums and landscaped decorative pedestrian areas shall be excluded from the measurement of floor area.” Note this definition on the applicable plans.
 - b. For the purposes of calculating the number of required automobile and bicycle parking spaces, use the following definition: “The gross floor area (GFA) of the occupied space, including the exterior building or structure. GFA shall include all occupiable areas minus the following deductions: 1. Vehicular parking and loading areas within the structure. 2. Floor area occupied by HVAC (heating, ventilating and air-conditioning), mechanical, electrical, communications and security equipment or apparatus.” Note this definition on the applicable plans.
 - c. Clarify on the spreadsheet what parking requirements and ratios were used to calculate the number of automobile and bicycle parking spaces required by the City. This information is shown on the Subdistrict plans, not the SDD Plan.
3. Sheet G003
 - d. The approximate location and use of each proposed building or structure. Distinguish between ground floor and upper floor uses. Show the general location of the different uses, including ground floor (G003).
 - i. Ground floor retail uses shall be provided along Forsyth Boulevard and Hanley Road, for properties or portions thereof located in the Forsyth TOD Overlay District.
 - ii. Parking structures abutting the street shall have ground floor retail and/or other commercial uses along the street frontage.
 - iii. Subdistrict 3 says “corporate auditorium” not corporate civic auditorium.
 - iv. Subdistrict 4 building footprint is larger than shown on the Subdistrict plans.
 - e. Note the minimum/maximum number and type of dwelling and hotel units in each building and the overall minimum/maximum dwelling unit density.
4. Sheet G004
 - f. Update to reflect information in Appendix A.
 - g. Use the zoning definition for height: “The vertical distance from grade to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the mean height level between eaves and ridge of a gable, hip or gambrel roof. In the case of new construction and building additions, building height shall be measured from existing grade prior to the commencement of any construction.” Add to the plans.

- h. For Subdistrict 2, the proposed Floor Area Ratio (FAR) is below the minimum required FAR of 3. Add more residential units and ground floor retail uses to comply with the minimum FAR.
- 5. L101
 - i. Note the size of permanent open spaces including landscape buffers.
- 6. A500-A504:
 - j. Provide site elevation drawings including residential properties to the south, east, and north.
- 7. Parking
 - k. The number of proposed parking spaces should not exceed 5,300 as specified in the parking study.
 - l. Explain what parking demand management strategies are proposed to decrease parking demand and increase transit ridership and provide one or more mechanisms to insure that such strategies will be implemented, adapted, revised and maintained over time and changes of tenancy.
 - m. Provide justification for providing less than the required number of loading spaces.
- 8. Traffic
 - n. The following improvements are recommended to provide adequate capacity to handle the additional trips generated by the development:
 - i. Add a second access to the Subdistrict 3 Garage (via Carondelet Plaza) to help distribute the heavy exiting left-turn traffic and provide acceptable operating conditions. The driveway should provide, at a minimum, a 3-lane cross-section at the intersection with Carondelet Plaza.
 - ii. Re-stripe and/or widen Forsyth Boulevard to accommodate two eastbound through lanes from the service drive in Subdistrict 3 to east of the Forest Park Parkway Off-Ramp/Bland Avenue.
 - iii. Widen the Forest Park Parkway Off-Ramp/Bland Avenue to provide dual northbound left-turn lanes and a separate northbound right-turn lane at Forsyth Boulevard.
 - iv. Construct a southbound right-turn lane on Hanley Road at Carondelet Avenue in conjunction with Subdistrict 4.
 - v. Implement signal retiming and optimization program upon completion of development and roadway improvements.
- 9. Pedestrian Circulation
 - o. Provide a pedestrian circulation plan. The plan should identify where commuters park and/or arrive on the site and their path to their final destination. Verify the proposed volumes at each intersection.
 - p. Eliminate the vehicular drop-off and parking area between the Subdistrict 1 building and Carondelet Plaza. This design does not contribute to the Downtown Master Plan vision of creating pedestrian friendly streets.
 - q. Eliminate the elevated and below grade walkways. They do not contribute to the Downtown Master Plan vision of increasing pedestrian traffic and enlivening streets.
- 10. Shadow Study

- a. The shadow study should be a separate document, not a plan sheet. The study should address the following: 1) Identification of affected residential uses (single-, two-, and multi-family), institutional uses, open spaces, parks, and other sensitive features, 2) Differentiation between existing shadows and proposed shadows (show full extent of new shadows), 3) Quantification and assessment of the extent and duration of new shadows on affected properties, 4) Analysis of the potential impacts and mitigating features that have been incorporated into the design.

APPENDIX A: ZONING ANALYSIS

	Subdistrict 1				
	7630-7642 Forsyth, north half of vacated alley	12,14,20 S Hanley, south half of vacated alley, north half of vacated Carondelet	Part of 106 S Hanley & south half of vacated Carondelet	PROPOSED	WAIVER REQUIRED
Overlay Zoning District	Forsyth TOD (west of Lyle)	Clayton Plaza			
Base Zoning District	C-2		HDC	SDD	
Ground Floor Use Restriction	Buildings fronting Forsyth or Hanley must contain first floor retail. Parking lots and garages without ground floor retail are permitted only by conditional use permit.	None		6,100 gsf retail and parking structure along Forsyth Boulevard	YES
Maximum Height	7 stories or 90' (lesser)	No maximum		414'	YES
Stepback	For buildings permitted to exceed the maximum height, a 15' foot stepback shall be provided beginning at the third story level or 30 feet above grade (lesser).	None		None proposed	YES
Square Feet/Floor Area Ratio	1.5 maximum	3 maximum		10	YES
Setbacks-front	Forsyth: 15'-7" Hanley: 10'	Hanley: None	Hanley: 10' Carondelet: 4'-7"	Forsyth:14'4" Hanley: 9'-3" Carondelet: 72'-9"	YES
Setbacks-side	None			East: 1'-5"	NO
Setbacks-rear	10% of lot depth or 10' (greater)		None	NA	NA
Parking-automobile	No minimum	1,885 spaces		790	YES
Loading	5 spaces			4 + 1 Trash	NO
Parking-bicycle	35 racks			35	NO

	Subdistrict 2				
	7600-7606 Forsyth, west half of vacated Lyle	7520-7528 7634 Forsyth, 10 S Lyle, east half of vacated Lyle	7510-7518 Forsyth, 101-105 Carondelet	PROPOSED	WAIVER REQUIRED
Overlay Zoning District	Forsyth TOD (west of Lyle)	Forsyth TOD (east of Lyle)			
Base Zoning District	C-2		HDC	SDD	
Ground Floor Use Restriction	Buildings fronting Forsyth or Hanley must contain first floor retail. Parking lots and garages without ground floor retail are permitted only by conditional use permit.			8,000 gsf retail and parking along Forsyth	YES
Maximum Height	7 stories or 90' (lesser)	No maximum		100'	YES
Stepback	For buildings permitted to exceed the maximum height, a 15' foot stepback shall be provided beginning at the third story level or 30 feet above grade (lesser).	None		None proposed	YES
Square Feet/Floor Area Ratio	1.5 maximum	3 minimum, no maximum		1.9	YES
Setbacks-front	Forsyth: 10' Carondelet: Crescent 3.5'			Forsyth:16'-5" Carondelet: 0	YES
Setbacks-side	None			West at Crescent: 35' West at Wellbridge: 0'	NO
Setbacks-rear	10% of lot depth or 10' (greater)		None	10'-11"	YES
Parking-automobile	No minimum			2,099	NO
Loading	3 spaces			2	YES
Parking-bicycle	18 racks			18 racks	NO

	Subdistrict 3		
	7454 Forsyth	PROPOSED	WAIVER REQUIRED
Overlay Zoning District	Forsyth TOD (east of Lyle)		
Base Zoning District	HDC	SDD	
Ground Floor Use Restriction	Buildings fronting Forsyth or Hanley must contain first floor retail. Parking lots and garages without ground floor retail are permitted only by conditional use permit.	1,500 gsf retail and a corporate/civic auditorium	YES
Maximum Height	No maximum	455'	NO
Stepback	None	N/A, no height limitation	NO
Square Feet/Floor Area Ratio	3 minimum, no maximum	5.1	NO
Setbacks-front	Forsyth : 10' Carondelet: 10'	Forsyth: 14'-7" Carondelet: 11'-10"	NO
Setbacks-side	None	24'-6"	NO
Setbacks-rear	None	25'	NO
Parking-automobile	No minimum	929	NO
Loading	8 spaces	7 + 2 Trash	NO
Parking-bicycle	46 racks	46	NO


Notice of this request was sent to property owners within 200 feet of the subject property.

	Subdistrict 4			
	7711,7733 Carondelet	18 S Hanley	PROPOSED	WAIVER REQUIRED
Overlay Zoning District	None	None		
Base Zoning District	HDC	SDD	SDD	
Ground Floor Use Restriction	None (see architectural review guidelines)	6,242 sf retail and/or commercial	7580 gsf retail and parking	NO
Maximum Height	No Maximum		328'	NO
Stepback	None		N/A, no height limitation	NO
Square Feet/Floor Area Ratio	3 maximum	240,365- 348,093 sf	4.9	YES
Setbacks-front	Carondelet: 10'	None	Hanley: 103'-4" Carondelet: 5'-7"	YES
Setbacks-side	None		3'-7"	NO
Setbacks-rear	None		0'-4"	NO
Parking-automobile	424 spaces (replacing those currently deed restricted) + 1535 spaces	303 spaces	1,659	YES
Loading	5 spaces	5 spaces (including existing)	4	YES
Parking-bicycle	27 racks		27	NO

Notice of this request was sent to property owners within 200 feet of the subject property.



REQUEST FOR CITY PLAN COMMISSION REVIEW

Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	Hanley Forsyth, LLC
Project Address:	7630-7642 Forsyth Boulevard; 12, 14, 20, and part of 106 South Hanley; vacated Carondelet Avenue and alley
Item Type:	Special Development Subdistrict & Site Plan Review
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of the Special Development Subdistrict Plan and Site Plan associated with the construction of a mixed-use office building for Subdistrict 1 of the Centene Clayton Campus.

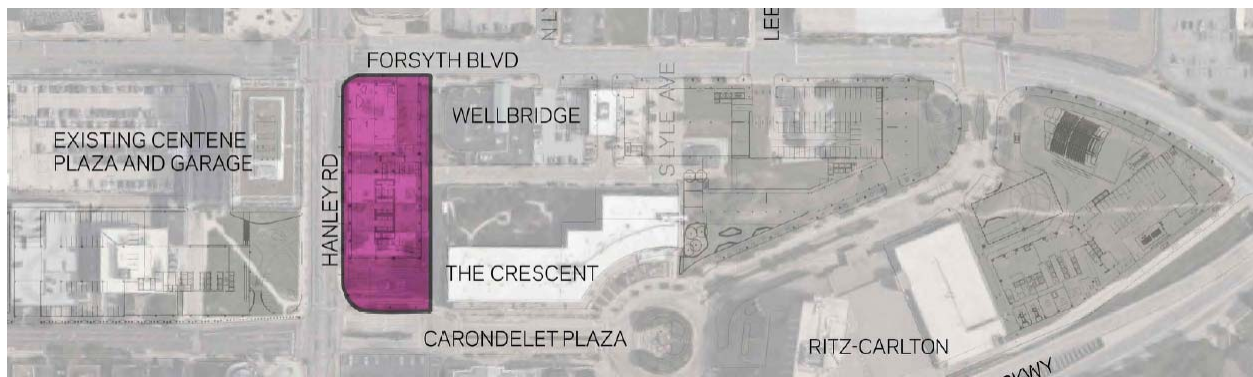
BACKGROUND & SUMMARY

This is a request for consideration of a Subdistrict Plan and Site Plan Review for a mixed-use office building. The Subdistrict plan represents the one of four phases of the Centene Clayton Campus Special Development District (SDD). These two reviews are being considered together in this staff report because the project is a complete package with each element an integral part of the whole; however, they are listed separately on the agenda and should be voted on independently.

Subdistrict 1 is located on the east side of Hanley Road between Forsyth Boulevard and Carondelet Plaza. The site measures 1.32 acres. The proposed project includes a 30-story (plus 4 stories below grade), 1,030,750-gross-square-foot building including 560,915 gross square feet of office, 15,115 gross square feet of retail, and a 790-space parking structure.

Sub-district	Lot Area (acres)	Completion	Height (above grade)		Size (gsf)	FAR	Office (gsf)	Retail (gsf)	Residential & Hotel		Parking	
			stories	feet					gsf	units	gsf	spaces
1	1.32	2019	30	414	1,030,750	10.0	560,915	15,115	-	-	370,600	790
2	2.83	2019	8	100	1,053,338	1.9	-	30,350	204,000	135 (res)	816,000	2,099
3	2.99	2020	34	455	1,209,310	5.1	410,485	*81260	170,760	120 (hotel)	409,000	929
4	2.19	2021	19	328	1,196,370	4.9	461,020	7,580	-	-	637,800	1,659
Total	9.33				4,489,768	4.8	1,432,420	134,305	374,760	255	2,233,400	5,477

* Includes the corporate civic auditorium.



Subdistrict 1 location



Subdistrict 1 rendering looking northeast from Carondelet Avenue

SUBDISTRICT PLAN & SITE PLAN REVIEW

A Special Development District (SDD) is a distinct zoning classification for large-scale development. The purpose of the special development process is to encourage innovation in the planning and building of a large-scale development with a multi-phased, multi-year timeline. An SDD is governed by a Special Development Plan and Subdistrict Plans, each of which require approval by the Board of Aldermen. The Special Development Plan provides the general development standards for the proposed development including the location of project phases and schedules, location and use of each proposed building, the maximum height and size of each

building, the location of open space and landscape buffers, general traffic circulation and the location of parking.

The individual Subdistrict Plans provide detailed information related to each specific phase of the development. Each Subdistrict requires approval of a Subdistrict Plan (by the Board of Aldermen), Site Plan Review (by the Plan Commission), and Architectural Review (by the Architectural Review Board). The applicant is requesting consideration of the Rezoning/Special Development Plan and all four Subdistrict Plans (including Site Plan Review and Architectural Review) concurrently. Approval of the Rezoning/Special Development Plan is not contingent upon approval of the detailed Subdistrict Plans.

CRITERIA FOR APPROVAL

The Plan Commission shall recommend to the Board of Aldermen approval, approval with conditions or denial of the Special Development Subdistrict plan. The Plan Commission shall vote to approve, approve with conditions, or deny the plans for Site Plan Review. The criteria for approval of a Subdistrict Plan and Site Plan Review are listed below. Similar criteria have been combined for this analysis.

Compatibility

- 1) *If any City Master Plan contains recommendations that are specific to the area defined by the site plan, the Plan Commission shall review the site plan to determine its consistency with all applicable recommendations.(Site Plan Review)*
 - >> Subdistrict 1 is located in the Forsyth Village District as identified in the Downtown Master Plan. The vision of the district is to “create a dense, walkable, mixed-use district including a significant new urban residential development oriented around the Forsyth Metrolink Station with appropriate connections to the existing development at Carondelet Plaza and the adjacent neighborhoods”. The plan identifies both Forsyth Boulevard and Carondelet Plaza as pedestrian priority zones.
 - >> Staff is of the opinion that the project generally complies with the vision of the Downtown Master Plan. With implementation of staff’s recommendations, staff is of the opinion that compliance with the Downtown Master Plan would be greatly enhanced.
- 2) *The proposed development is consistent with the special development plan for this site and complies with all other applicable codes and ordinances. (Subdistrict)*
 - >> The development is consistent with the proposed Special Development Plan; however, as noted in the Rezoning/Special Development Plan staff report, staff has identified numerous critical issues and deficiencies with the proposed Special Development Plan. The Subdistrict Plan will be reevaluated when the critical issues and deficiencies have been addressed.
- 3) *A project's compatibility with its environment and with other land uses and buildings existing in the surrounding area.(Site Plan Review)*
 - >> The proposed development is generally compatible in terms of use, mass and height with existing and proposed nearby structures.

Landscaping

(Analysis provided by the City's contracted landscape architect)

- 4) *The quantity, quality, utility, size and type of a project's required open space and proposed landscaping improvements. (Site Plan Review)*
 - >> A plaza is proposed at the southeast corner of Hanley Road and Forsyth Boulevard. It is of the appropriate scale with a balance of hardscape and fountain feature at this urban corner across from the Pierre Laclede Building and US Bank. Pedestrian amenities such as site furniture and planter pots should be included. The open space at the corner of Hanley Road and Carondelet Plaza is dominated by the Hanley Tower drop off and vehicular circulation. Additional planted buffers should be integrated into the design of the Carondelet Plaza frontage.
- 5) *Appropriate buffering is provided to protect adjacent land uses from light, noise and visual impacts. (Subdistrict)*
New developments should be screened from adjacent properties by use of high caliper tree plantings. (Subdistrict)
 - >> Additional landscape buffering is needed between the Carondelet drop off and the street. In addition, the alley between the development and The Crescent should be landscaped to create an attractive environment at these key vehicular access points for both buildings. Additional information is required to evaluate this requirement.
- 6) *The preservation of mature trees is encouraged. (Subdistrict)*
 - >> All trees will be removed.
- 7) *Trees and Landscaping are appropriate with the scale of the development and consistent with Article XXX: Trees and Landscaping Regulations. (Subdistrict)*
 - >> Additional information is required to evaluate this requirement.

Traffic & Circulation

- 9) *Streets or other means of access to the proposed phase of development meet City of Clayton standards and are suitable and adequate to carry anticipated traffic. (Subdistrict)*
The internal circulation system of the proposed phase encourages safe movement for vehicles and pedestrians and is in compliance with the special development plan; (Subdistrict)
The ability of a project's traffic circulation system to provide for the convenient and safe internal and external movement of vehicles and pedestrians.(Site Plan Review)
 - >> Subdistrict 1 will be served by a 790-space parking garage under the office building with two garage entrances. A garage entrance to 416 spaces above grade is proposed via Forsyth Boulevard, and a garage entrance to 374 spaces below grade is proposed via the north-south alley on the east side of the building. The alley intersects with Carondelet Plaza to the south and also connects to the Crescent garage entrance as well as Forsyth Boulevard to the northeast. It should be noted that the parking spaces provided in Subdistrict 1 may not have the ability to accommodate all of the office and retail space in Subdistrict 1; therefore, the parking provided in Subdistrict 2 will be used.
 - >> A traffic impact study was prepared by CBB to identify how much traffic would be generated by the proposed development; evaluate the ability of motorists to safely enter and exit the site at each access point; determine the impact of the

additional trips on the adjacent roads; and recommend improvements, as needed, to mitigate the impact of the additional traffic and provide safe ingress and egress at each access drive. CBB does not recommend any specific improvements for this Subdistrict.

10) *The site plan must state that all driveways, sidewalks, curbs and gutters are to be installed in accordance with the standards prescribed by the Public Works Department. (Site Plan Review)*

>> New streetscape will be installed along the project limits on Forsyth Boulevard, Hanley Road, and Carondelet Plaza. Staff is of the opinion that all driveways, sidewalks, curbs and gutters are to be installed in accordance with city standards.

Parking

13) *The type and location of parking provisions. (Site Plan Review)*

>> The Special Development Plan requires 790 parking spaces and 790 are proposed in the parking structure.

>> The Special Development Plan requires five loading spaces and five are proposed underneath the building.

>> The Special Development Plan requires 35 bicycle parking racks and 35 are proposed; however, the plans do not indicate their specific design, location or layout.

Design & Materials

14) *The materials, design and uses are compatible with the neighborhood surrounding the proposed development phase and the City as a whole. Architecture and building materials are consistent with the design of the special development plan, are consistent with other phases and are compatible with the adjacent neighborhood. (Subdistrict)*

>> According to the City's contracted architect, the proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible to complete the architectural design review at this time due to required missing information (refer to the Architectural Review Board memo).

15) *The location and screening of a project's air-conditioning units and other associated equipment. (Site Plan Review)*

>> Mechanical equipment will be located on the rooftop within a metal panel and curtain wall penthouse.

16) *The location, adequacy and screening for trash. (Site Plan Review)*

>> Trash will be stored inside the building adjacent to the loading docks and screened by a rolling metal door.

Grading and Drainage

17) *Every attempt shall be made to preserve the topography of the property. If the topography must be altered to accommodate construction, the plan must contain specific information regarding the proposed topography change and its impact on the flow of drainage on adjacent properties. (Subdistrict)*

Provisions for storm surface drainage shall be in accordance with the City's design standards. Stormwater drainage shall be connected to a storm sewer whenever one is available as determined by the City. Disposal of storm or natural waters both on and off the site shall be provided in such a manner as not to have a detrimental effect on the property of others or the public right-of-way. (Site Plan Review)

- >> The existing stormwater runoff, according to the MSD 15 year, 20 minute calculation, is 4.94 cubic feet per second (CFS). The proposed runoff is 3.69 CFS, which represents a decrease in 1.25 CFS. Stormwater runoff from the site will be piped directly to the public storm sewer system. The Public Works Department has reviewed the site plan and finds the stormwater plan acceptable. The project has not received conceptual approval from the Metropolitan Sewer District.

Utilities

19) Existing or proposed utility services are adequate for the proposed subdistrict and is in conformance with the special development plan. (Subdistrict)

- >> All connections to public utilities are shown on the plans to be installed in accordance with the standards of the Public Works Department.

20) Provision of hookups to public utilities connections shall be installed in accordance with the standards of the Public Works Department. All connections shall be shown on the site plan.(Subdistrict)

- >> Staff is of the opinion that hookups to public utility connections will be installed in accordance with city standards.

Lighting

21) All developments shall provide adequate lighting to assure safety and security. Lighting installations shall not have an adverse impact on traffic safety or on the surrounding area. Light sources shall be shielded and there shall be no spillover onto adjacent properties. (Site Plan Review).

- >> A lighting plan has not been submitted. According to the applicant, the location and type of exterior lighting has yet to be determined.

Public Safety

22) Treatment of bulk trash disposal and other environmental health matters shall meet code requirements. (Site Plan Review).

- >> The project, as proposed, meets the code requirements for bulk trash disposal.

23) The Fire Department shall review all site plans to determine adequacy of access and other aspects of public safety. (Site Plan Review).

- >> The Fire Department has reviewed the plans and finds them acceptable.

24) The promotion of public safety and benefit to the general welfare, as evidence that the project is in compliance with good planning practices and principles. (Site Plan Review).

- >> The project, as proposed, is consistent with good planning practices and principles.

25) A project's impact will not overtax public utilities, services or other municipal facilities. (Site Plan Review)

- >> At this time, staff does not anticipate adverse impacts regarding public utilities, services or municipal facilities.

CONCLUSION

The proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible for staff to complete the review and analysis at this time due to the number of unresolved critical issues and deficiencies in both the Special Development Plan and Subdistrict Plan. Staff is of the opinion that if revised as recommended, the project would comply with the criteria for approval of a Special Development Subdistrict and Site Plan Review.

STAFF RECOMMENDATION


To continue consideration of this request to a later date and that the applicant submit the following information and/or plan revisions to be reviewed by staff prior to reconsideration by the Plan Commission.

1. Special Development Plan
 - a. Revise the Subdistrict Plan accordingly to address the applicable critical issues and deficiencies identified in the Rezoning/Special Development District staff report.
2. Landscaping
 - a. Address deficiencies listed on the checklist and plan markups from the Christner review dated July 11, 2016.
 - b. The landscape plans are conceptual at this stage. Provide additional detail that illustrates shrubs and perennial massing and design intent.
 - c. Provide genus/species for the proposed trees.
 - d. Provide a plant palette/plant list for each subarea and planting type (planting beds, bioretention, green roof, etc.)
 - e. The fountain features are conceptual at this stage. Provide additional detail (typical section, materials and annotation).
 - f. Provide additional information about the green roof system(s) and typical sections.
 - g. Define the irrigation scope and methods.
 - h. The footings for the bollards extend into the street tree soil volume reducing the area contained by the tree grate. Reduce the footing size, location, etc. with an alternative structural design or other response to provide the additional soil volume of the soil trench required in the City of Clayton standard streetscape details. Provide section details.
 - i. At the Carondelet drop-off area, provide a section through the wall and streetscape to clarify the grade change and planting bed. It appears that there is a very narrow planting bed that is illustrated larger than it actually is when hatched on L102. An attractive landscape environment should be provided between the public realm and the drop off.
 - j. Coordinate the street tree locations on Hanley with the pedestrian bridge. The bridge overlaps column line R which will not provide much room for a tree canopy in the side to side direction. In addition, the bottom of the bridge is 23' from the sidewalk elevation. Further coordination of the bridge and trees is needed as the tree type is selected.
 - k. Plantings at Carondelet drop-off and Forsyth Plaza are on-structure. Provide a typical detail for how trees and planting beds will be designed to provide adequate soil volume and drainage.

- l. Provide planting in the alley area to be similar to the alley on the south side of Carondelet to create an attractive residential and retail parking environment.
 - m. Provide directional curb ramps at Hanley and Forsyth (not addressed on the civil drawings). PROWAG requires directional curb ramps which involves two curb ramps – one associated with the crossing of Forsyth and one associated with the crossing of Hanley.
 - n. Provide plantings in the reconfigured median within the Carondelet right of way. Show this area on the drawings.
 - o. Provide planter pots at both plazas.
3. Public Works
- a. Final streetscape design shall be approved by the City of Clayton Public Works Department.
 - b. Electrical and irrigation systems shall be approved by the Public Works Department.
 - c. General layout of street trees and lights shall be approved by the Public Works Department.
 - d. Expansion and tooled joint layouts shall be approved by the Public Works Department.
 - e. Provide a plan for temporary utility relocation.
 - f. Provide complete autoturn diagrams for various service trucks at the ingress/egress points and internal turning movements (service zones) for each of the Sub-Districts.
 - g. Identify all service vehicle plans (deliveries, trash, etc.).
 - h. Remove all material from the streetscape easement that does not conform to city streetscape standards (i.e. Brick pavers).
 - i. Crosswalks shall be installed to city standards at the following intersections: Hanley and Carondelet; Hanley and Forsyth; Forsyth and Lyle; Forsyth and Lee; Forsyth and Carondelet Plaza; Forsyth and Sub-District 3 Service Drive; and Carondelet Plaza at the Circle.
 - j. During construction the contractor shall provide a covered pedestrian walkway on Carondelet Plaza. At all times there shall be pedestrian access from north Forsyth sidewalk to the Carondelet circle.
 - k. Provide autoturn exhibit for standard vehicle entering/exiting the northern access off Forsyth.
 - l. The final design of the “porkchop” median in the northern access off Forsyth shall be approved by the City of Clayton Public Works Department.
 - m. Provide close up detail of this access point, identifying turning radius and general dimensions.
 - n. Sheet L103: Remove brick pavers from streetscape easement.
 - o. Remove planter wall at the southern end of the site from the streetscape easement (sheet L106).
4. Other
- a. Submit a photometric plan verifying that light sources are shielded and that there shall be no spillover onto adjacent properties.
 - b. Submit conceptual approval from the Metropolitan Sewer District.
 - c. Revise the site plan to accurately depict the design, location, and layout of the required bicycle racks including setbacks from other features in compliance with the Bicycle Parking Regulations.



REQUEST FOR ARCHITECTURAL REVIEW BOARD CONSIDERATION

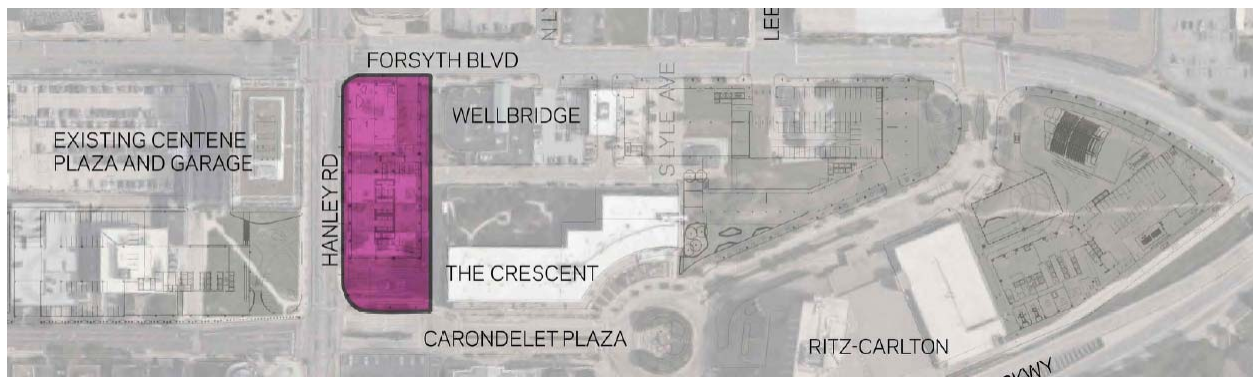
Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	Hanley Forsyth, LLC
Project Address:	7630-7642 Forsyth Boulevard; 12, 14, 20, and part of 106 South Hanley; vacated Carondelet Avenue and alley
Item Type:	Architectural Review/Request for Action
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of the design and materials associated with the construction of a mixed-use office building for Subdistrict 1 of the Centene Clayton Campus.

BACKGROUND & SUMMARY

In an effort to assist planning staff and the decision making bodies to make informed decisions regarding new development projects, the City has contracted with H3 Studio to review and analyze development proposals for compliance with the City's adopted ordinances, plans, and best practices in urban design and architecture. The analysis and recommendations in this staff report are summarized from a report prepared by H3 Studio.

Subdistrict 1 is located on the east side of Hanley Road between Forsyth Boulevard and Carondelet Plaza. The site measures 1.32 acres. The proposed project includes a 30-story (plus 4 stories below grade), 1,030,750-gross-square-foot building including 560,915 gross square feet of office, 15,115 gross square feet of retail, and a 790-space parking structure. This building features a dual-level lobby, with lower level access from Carondelet Avenue and upper level access from Forsyth Boulevard. Retail tenant spaces are located at street level along Forsyth Boulevard. Building materials include a transparent glazed curtain wall; architectural aluminum canopy system; architectural aluminum screen of perforated, folded panels; and a green roof system.

The proposed Centene Clayton Campus development is located amidst a number of distinctive, high- and mid-rise office, mixed-use, and hospitality developments. Centene Plaza (7700 Forsyth Boulevard; built in 2009), a 17-story, glass curtain wall, contemporary office tower and attached parking garage, is the model for the design and materials of the four proposed buildings.



Subdistrict 1 location



Subdistrict 1 rendering looking northeast from Carondelet Avenue

CRITERIA FOR REVIEW

The following design criteria were compiled from existing zoning requirements, guidelines, and recommendations of the Downtown Master plan.

Ground Level

- 1) *Pedestrian scaled design for first 25' from ground (approximately 2 stories) such as first floor retail, residential stoops, breaks in façade, building stepbacks.*
 - >> The building design of Subdistrict 1 meets this requirement. The first two (2) to three (3) stories, ranging from 39 feet at Forsyth Boulevard to 67 feet at Carondelet Plaza, feature an inset façade with public lobby access and retail tenant spaces. The primary building entrance is located at the corner of Forsyth Boulevard and Hanley Road with a pedestrian-scaled stepback/notch at the entry.
- 2) *Street level (ground floor) elevation facing the street should be storefront architecture with large show windows interrupted at regular intervals with building piers and generous entrances. Blank walls, long uninterrupted show windows, odd shaped and small show windows should be avoided.*
 - >> The building design of Subdistrict 1 meets this requirement. Ground floor elevations (as described above) feature transparent glass storefront architecture. The building pier structure is expressed outside of the curtain wall envelope and defines a regular rhythm of storefront spaces. Canopy elements along the north and south sides of the building scale the building down to the pedestrian level and provide protection to pedestrians from the elements. Public entry to the ground floor is provided on the north and south facades. The west façade, which is located on a sloping hill transitioning between the upper lobby entrance and lower lobby entrance, does not provide access but does continue the pedestrian-scale design and structural elements and transparent storefront-style glazing.
- 3) *Parking structures abutting the street should have ground level retail, commercial service and food establishments facing the sidewalk.*
 - >> The building design of Subdistrict 1 meets this requirement. The parking podium features public lobby and retail tenant spaces at the ground floor.

Massing & Articulation

- 4) *Orient height along Forsyth Boulevard.*
 - >> The building design of Subdistrict 1 does not meet this requirement. While the building footprint is pushed to the edge of right-of-way of Forsyth Boulevard, the full height of the building is pushed back to Carondelet Plaza. The architect should consider reorienting the full height of the tower to Forsyth Boulevard, or providing justification to support the current design. Based on the response from Clayco, dated July 18, 2016, the site topography; site access; and context of surrounding buildings drives the location of the tower. Therefore, the intent of the requirement has been met.
- 5) *Building skylines should provide interest through introduction of compatible shapes and roof forms. Long uninterrupted cornices should be avoided.*
 - >> The building design of Subdistrict 1 does not meet this requirement, as it utilizes an uninterrupted parapet extension of the glass curtain wall. This reviewer acknowledges that this design is consistent with the many other neighboring

buildings; it does not, however, conform to the architectural guidelines. The architect should consider modifying the building skyline to conform to the guideline, or provide justification to support the current design.

>> Based on the response from Clayco, dated July 18, 2016, the proposed cornice matches the existing Centene development, and visual interest will be provided via lighting. However, 1) while approved, the existing Centene development does not conform with the guideline; 2) no details on the lighting strategy are provided; and 3) visual interest through lighting will not be experienced during the day. Therefore, this requirement has not been met.

6) *Facade relief should be incorporated into all building elevations. Long uninterrupted elevations should be avoided.*

>> The building design of Subdistrict 1 meets this requirement through the use of a setback and façade inset at the 8th floor, and material changes between the street level, parking podium, and office tower.

7) For buildings taller than 7 stories or 90', a 15' foot stepback shall be provided beginning at the third story level or 30 feet above grade (lesser).

>> The building design of Subdistrict 1 does not meet the letter of this requirement, but does meet the spirit and intent. A deep setback from Forsyth Boulevard is provided by the transition from the parking podium to the office tower at the 8th floor, 91 feet above grade.

8) *Window openings should be incorporated into all building elevations. Blank walls, long horizontal openings, odd shapes and glass walls should be avoided.*

>> It is indeterminate as to whether the building design of Subdistrict 1 meets this requirement. The building is clad in a glass curtain wall, which is technically not in conformity with the guideline. This reviewer acknowledges that this design is consistent with the many other neighboring buildings; it does not, however, conform to the architectural guidelines. This reviewer also understands that the intent of this guideline is to avoid the monolithic appearance of "glass boxes" that do not express or articulate floor plates, interior spaces, or a rhythm of structural bays and vertical elements. The specifics of the glass curtain wall design, the building's transparency, and the visibility/expression of these elements will determine whether or not the proposed design is compatible with the guideline.

>> Based on the response from Clayco, dated July 18, 2016, the single 3D digital rendering matches the existing Centene development, with a high degree of transparency and clear articulation of floorplates and building structure. Therefore, the intent of this requirement has been met.

9) *The upper story of parking structures abutting the street should be of design material and color compatible with the urban setting.*

>> The building design of Subdistrict 1 meets this requirement. The parking podium is clad in a distinctive folded and perforated metal screen that is visually-appealing and harmonious with the surrounding urban context.

CONCLUSION

The proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible to complete the architectural design review at this time due to required missing information.


STAFF RECOMMENDATION

To continue consideration of this request to a later date, and that the applicant submit the following to be reviewed by staff prior to reconsideration by the Architectural Review Board:

1. Revised plans addressing the following recommendation:
 - a. Modify the building skyline to conform to criteria number five, or provide justification and documentation to support the current design.
2. Photorealistic, 3D digital renderings showing building materials, colors, transparency, reflectivity, landscape elements, and surrounding context of neighboring buildings. A minimum of four (4) renderings per Subdistrict should be provided in order to adequately illustrate the project.
3. Color-rendered context elevations—minimum of one (1) rendered elevation per building façade—showing façade materials, shadows, colors, transparency, and the project in relation to existing neighboring buildings.
4. Color-rendered ground-floor façade elevations—minimum of one (1) rendered elevation per building façade—showing a zoomed-in view of ground-floor / street level façade materials, shadows, colors, transparency, and the project in relation to existing neighboring buildings.
5. Correction and clarification of the ground-floor design of the residential building facing Carondelet Plaza in Subdistrict 3.
6. Elevations, sections, perspective renderings, and site furniture details for all public outdoor plazas and gathering spaces.



REQUEST FOR CITY PLAN COMMISSION REVIEW

Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	Hanley Forsyth, LLC; Forhan, LLC; Centene Center II, LLC; Clayton Property Investment LLC
Project Address:	7510, 7518, 7520, 7528, 7634, 7600 and 7606 Forsyth Boulevard; 10 South Lyle Avenue; 101 and 105 Carondelet Plaza; adjacent proposed vacated rights-of-way
Item Type:	Special Development Subdistrict & Site Plan Review
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of the Special Development Subdistrict Plan and Site Plan associated with the construction of mixed-use parking, residential and commercial building for Subdistrict 2 of the Centene Clayton Campus.

BACKGROUND & SUMMARY

This is a request for consideration of a Subdistrict Plan and Site Plan Review for a mixed-use office building. The Subdistrict plan represents one of four phases of the Centene Clayton Campus Special Development District (SDD). These two reviews are being considered together in this staff report because the project is a complete package with each element an integral part of the whole; however, they are listed separately on the agenda and should be voted on independently.

Subdistrict 2 is located east of Hanley Road and is bordered by Forsyth Boulevard on the north, Carondelet Plaza on the east and south, and to the west by Wellbridge Fitness Center (7620 Forsyth Boulevard) and the mixed-use Crescent condominium building (155 Carondelet Plaza). The site measures 2.83 acres. The proposed project includes an 8-story (plus 3 stories below grade), 1,053,338 gross square-foot building to include 30,350 gross square feet of retail space, 135 residential units and a 2,099-space parking structure.

Sub-district	Lot Area (acres)	Completion	Height (above grade)		Size (gsf)	FAR	Office (gsf)	Retail (gsf)	Residential & Hotel		Parking	
			stories	feet					gsf	units	gsf	spaces
1	1.32	2019	30	414	1,030,750	10.0	560,915	15,115	-	-	370,600	790
2	2.83	2019	8	100	1,053,338	1.9	-	30,350	204,000	135 (res)	816,000	2,099
3	2.99	2020	34	455	1,209,310	5.1	410,485	*81260	170,760	120 (hotel)	409,000	929
4	2.19	2021	19	328	1,196,370	4.9	461,020	7,580	-	-	637,800	1,659
Total	9.33				4,489,768	4.8	1,432,420	134,305	374,760	255	2,233,400	5,477

* Includes the corporate civic auditorium.



Subdistrict 2 location



Subdistrict 2 rendering looking west along Cardondelet Plaza

SUBDISTRICT PLAN & SITE PLAN REVIEW

A Special Development District (SDD) is a distinct zoning classification for large-scale development. The purpose of the special development process is to encourage innovation in the planning and building of a large-scale development with a multi-phased, multi-year timeline. An SDD is governed by a Special Development Plan and Subdistrict Plans, each of which require approval by the Board of Aldermen. The Special Development Plan provides the general development standards for the proposed development including the location of project phases and schedules, location and use of each proposed building, the maximum height and size of each building, the location of open space and landscape buffers, general traffic circulation and the location of parking.

The individual Subdistrict Plans provide detailed information related to each specific phase of the development. Each Subdistrict requires approval of a Subdistrict Plan (by the Board of Aldermen), Site Plan Review (by the Plan Commission), and Architectural Review (by the Architectural Review Board). The applicant is requesting consideration of the Rezoning/Special

Development Plan and all four Subdistrict Plans (including Site Plan Review and Architectural Review) concurrently. Approval of the Rezoning/Special Development Plan is not contingent upon approval of the detailed Subdistrict Plans.

CRITERIA FOR APPROVAL

The Plan Commission shall recommend to the Board of Aldermen approval, approval with conditions or denial of the Special Development Subdistrict plan. The Plan Commission shall vote to approve, approve with conditions, or deny the plans for Site Plan Review. The criteria for approval of a Subdistrict Plan and Site Plan Review are listed below. Similar criteria have been combined for this analysis.

Compatibility

- 1) *If any City Master Plan contains recommendations that are specific to the area defined by the site plan, the Plan Commission shall review the site plan to determine its consistency with all applicable recommendations. (Site Plan Review)*
 - >> Subdistrict 2 is located in the Forsyth Village District as identified in the Downtown Master Plan. The vision of the district is to “create a dense, walkable, mixed-use district including a significant new urban residential development oriented around the Forsyth Metrolink Station with appropriate connections to the existing development at Carondelet Plaza and the adjacent neighborhoods”. The plan identifies both Forsyth Boulevard and Carondelet Plaza as pedestrian priority zones.
 - >> Staff is of the opinion that the project generally complies with the vision of the Downtown Master Plan. With implementation of staff’s recommendations, staff is of the opinion that compliance with the Downtown Master Plan would be greatly enhanced.
- 2) *The proposed development is consistent with the special development plan for this site and complies with all other applicable codes and ordinances. (Subdistrict)*
 - >> The development is consistent with the proposed Special Development Plan; however, as noted in the Rezoning/Special Development Plan staff report, staff has identified numerous critical issues and deficiencies with the proposed Special Development Plan. The Subdistrict Plan will be reevaluated when the critical issues and deficiencies have been addressed.
- 3) *A project's compatibility with its environment and with other land uses and buildings existing in the surrounding area. (Site Plan Review)*
 - >> The proposed development is generally compatible in terms of use, mass and height with existing and proposed nearby structures.

Landscaping

(Analysis provided by the City’s contracted landscape architect)

- 4) *The quantity, quality, utility, size and type of a project's required open space and proposed landscaping improvements. (Site Plan Review)*
 - >> Two public plazas are proposed: one located at the southwest corner of Carondelet Plaza and Forsyth Boulevard (Plaza East), and one located on the southern building façade along Carondelet Plaza (Plaza West). The intended use and user of the Plaza West is not clear. Additional information about the program and interface with

the residential should be explored. The design should reinforce the intended uses. Additional design options should be explored. Additional information regarding the landscape character is required to evaluate this impact. Plaza East is a park-like space and contributes to the quality open spaces in Clayton.

- 5) *Appropriate buffering is provided to protect adjacent land uses from light, noise and visual impacts. (Subdistrict)*
New developments should be screened from adjacent properties by use of high caliper tree plantings. (Subdistrict)
 - >> The Clayton streetscape is provided along the street frontage of Forsyth. Retail spaces along Forsyth break up the façade of the parking garage and provide a pedestrian scale along this frontage. A park-like space is provided at the corner of Forsyth and Carondelet creating relief from the building line. The streetscape is also provided along Carondelet. Elevations or renderings of the south façade at Carondelet Plaza West have not been provided. The interface between the residential and the plaza at the ground level is not clear. Generally, the buffering is appropriate for an urban environment.
- 6) *The preservation of mature trees is encouraged. (Subdistrict)*
 - >> All trees will be removed.
- 7) *Trees and Landscaping are appropriate with the scale of the development and consistent with Article XXX: Trees and Landscaping Regulations. (Subdistrict)*
 - >> Additional information is required to evaluate this requirement.

Traffic & Circulation

- 8) *Streets or other means of access to the proposed phase of development meet City of Clayton standards and are suitable and adequate to carry anticipated traffic. (Subdistrict)*
The internal circulation system of the proposed phase encourages safe movement for vehicles and pedestrians and is in compliance with the special development plan; (Subdistrict)
The ability of a project's traffic circulation system to provide for the convenient and safe internal and external movement of vehicles and pedestrians.(Site Plan Review)
 - >> Subdistrict 2 will be served by a 2,099-space parking garage with two entrances. A garage entrance to 1,381 spaces above grade is proposed via Forsyth Boulevard (opposite Lee Avenue), and a garage entrance to 718 spaces below grade is proposed via Carondelet Plaza. It should be noted that the abundance of parking spaces provided in Subdistrict 2 will likely be needed to supplement the users in Subdistricts 1 and 3.
 - >> A traffic impact study was prepared by CBB to identify how much traffic would be generated by the proposed development; evaluate the ability of motorists to safely enter and exit the site at each access point; determine the impact of the additional trips on the adjacent roads; and recommend improvements, as needed, to mitigate the impact of the additional traffic and provide safe ingress and egress at each access drive. CBB does not recommend any specific improvements for this Subdistrict.
- 9) *The site plan must state that all driveways, sidewalks, curbs and gutters are to be installed in accordance with the standards prescribed by the Public Works Department.(Site Plan Review)*

- >> New streetscape will be installed along the project limits on Forsyth Boulevard, South Lyle Avenue, and Carondelet Plaza. Staff is of the opinion that all driveways, sidewalks, curbs and gutters are to be installed in accordance with city standards.

Parking

10) The type and location of parking provisions. (Site Plan Review)

- >> The Special Development Plan requires 2,099 parking spaces and 2,099 are proposed in the parking structure.
- >> The Special Development Plan requires two loading spaces and two are proposed underneath the building.
- >> The Special Development Plan requires 18 bicycle parking racks and 18 are proposed; however, the plans do not indicate their specific design, location or layout.

Design & Materials

11) The materials, design and uses are compatible with the neighborhood surrounding the proposed development phase and the City as a whole. Architecture and building materials are consistent with the design of the special development plan, are consistent with other phases and are compatible with the adjacent neighborhood. (Subdistrict)

- >> According to the City's contracted architect, the proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible to complete the architectural design review at this time due to required missing information (refer to the Architectural Review Board memo).

12) The location and screening of a project's air-conditioning units and other associated equipment. (Site Plan Review)

- >> The application and plans do not state where mechanical equipment will be located and how it will be screened.

13) The location, adequacy and screening for trash. (Site Plan Review)

- >> The application and plans do not state where trash will be stored and how it will be screened.

Grading and Drainage

14) Every attempt shall be made to preserve the topography of the property. If the topography must be altered to accommodate construction, the plan must contain specific information regarding the proposed topography change and its impact on the flow of drainage on adjacent properties. (Subdistrict)

Provisions for storm surface drainage shall be in accordance with the City's design standards. Stormwater drainage shall be connected to a storm sewer whenever one is available as determined by the City. Disposal of storm or natural waters both on and off the site shall be provided in such a manner as not to have a detrimental effect on the property of others or the public right-of-way. (Site Plan Review)

- >> The existing stormwater runoff, according to the MSD 15 year, 20 minute calculation, is 7.38 cubic feet per second (CFS). The proposed runoff is 9.23 CFS, which represents an increase in 1.85 CFS. Stormwater runoff from the site will be

pipled directly to the public storm sewer system. The Public Works Department has reviewed the site plan and finds the stormwater plan acceptable. The project has not received conceptual approval from the Metropolitan Sewer District.

Utilities

15) Existing or proposed utility services are adequate for the proposed subdistrict and is in conformance with the special development plan. (Subdistrict)

>> All connections to public utilities are shown on the plans to be installed in accordance with the standards of the Public Works Department.

16) Provision of hookups to public utilities connections shall be installed in accordance with the standards of the Public Works Department. All connections shall be shown on the site plan. (Subdistrict)

>> Staff is of the opinion that hookups to public utility connections will be installed in accordance with city standards.

Lighting

17) All developments shall provide adequate lighting to assure safety and security. Lighting installations shall not have an adverse impact on traffic safety or on the surrounding area. Light sources shall be shielded and there shall be no spillover onto adjacent properties. (Site Plan Review).

>> A lighting plan has not been submitted. According to the applicant, the location and type of exterior lighting has yet to be determined.

Public Safety

18) Treatment of bulk trash disposal and other environmental health matters shall meet code requirements. (Site Plan Review).

>> The project, as proposed, meets the code requirements for bulk trash disposal.

19) The Fire Department shall review all site plans to determine adequacy of access and other aspects of public safety. (Site Plan Review).

>> The Fire Department has reviewed the plans and finds them acceptable.

20) The promotion of public safety and benefit to the general welfare, as evidence that the project is in compliance with good planning practices and principles. (Site Plan Review).

>> The project, as proposed, is consistent with good planning practices and principles.

21) A project's impact will not overtax public utilities, services or other municipal facilities. (Site Plan Review)

>> At this time, staff does not anticipate adverse impacts regarding public utilities, services or municipal facilities.

CONCLUSION

The proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible for staff to complete the review and analysis at this time due to the number of unresolved critical issues and deficiencies in both the

Special Development Plan and Subdistrict Plan. Staff is of the opinion that if revised as recommended, the project would comply with the criteria for approval of a Special Development Subdistrict and Site Plan Review.

STAFF RECOMMENDATION


To continue consideration of this request to a later date and that the applicant submit the following information and/or plan revisions to be reviewed by staff prior to reconsideration by the Plan Commission.

1. Special Development Plan
 - a. Revise the Subdistrict Plan accordingly to address the applicable critical issues and deficiencies identified in the Rezoning/Special Development District staff report.
2. Landscaping
 - a. Address deficiencies listed on the checklist and plan markups from the Christner review dated July 11, 2016.
 - b. The landscape plans are conceptual at this stage. Provide additional detail that illustrates shrubs and perennial massing and design intent.
 - c. Provide genus/species for the proposed trees.
 - d. Provide a plant palette/plant list for each subarea and planting type (planting beds, bioretention, green roof, etc.)
 - e. The fountain features are conceptual at this stage. Provide additional detail (typical section, materials and annotation).
 - f. Provide additional information about the green roof system(s) and typical sections.
 - g. Define the irrigation scope and methods.
 - h. Provide a section through the terraced bioretention in Carondelet Plaza West and the features of Carondelet Plaza East.
 - i. Clarify how the terraces and fountain contribute to bioretention at the Carondelet Plaza East.
 - j. Soften the east wall of the Crescent building with the landscape design of the bioretention.
 - k. Provide planter pots and site furniture in the plazas. Clarify how Carondelet Plaza West will be designed to support the retail uses.
3. Public Works
 - a. Final streetscape design shall be approved by the City of Clayton Public Works Department.
 - b. Electrical and irrigation systems shall be approved by the Public Works Department.
 - c. General layout of street trees and lights shall be approved by the Public Works Department.
 - d. Expansion and tooled joint layouts shall be approved by the Public Works Department.
 - e. Provide a plan for temporary utility relocation.
 - f. Provide complete autoturn diagrams for various service trucks at the ingress/egress points and internal turning movements (service zones) for each of the Sub-Districts.
 - g. Identify all service vehicle plans (deliveries, trash, etc.).
 - h. Remove all material from the streetscape easement that does not conform to city streetscape standards (i.e. Brick pavers).
 - i. Crosswalks shall be installed to city standards at the following intersections: Hanley and Carondelet; Hanley and Forsyth; Forsyth and Lyle; Forsyth and Lee; Forsyth and Carondelet Plaza; Forsyth and Sub-District 3 Service Drive; and Carondelet Plaza at the Circle.

- j. During construction the contractor shall provide a covered pedestrian walkway on Carondelet Plaza. At all times there shall be pedestrian access from north Forsyth sidewalk to the Carondelet circle.
 - k. Sheet L105, L106, as necessary: Remove brick pavers from the streetscape easement.
4. Other
- a. Submit a photometric plan verifying that light sources are shielded and there shall be no spillover onto adjacent properties.
 - b. Submit conceptual approval from the Metropolitan Sewer District.
 - c. Revise the site plan to accurately depict the design, location, and layout of the required bicycle racks including setbacks from other features in compliance with the Bicycle Parking Regulations.
 - d. Submit plans showing where mechanical equipment will be located and how it will be screened.
 - e. Submit plans showing where trash will be stored and how it will be screened.



REQUEST FOR CITY PLAN COMMISSION REVIEW

Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	Hanley-Forsyth, LLC; Clayton Property Investment, LLC; Forhan, LLC; Centene Center II, LLC
Project Address:	7510, 7518, 7520, 7528, 7600, 7606, and 7634 Forsyth Boulevard; 10 South Lyle Avenue; 101 and 105 Carondelet Plaza; vacated South Lyle Avenue and vacated alley.
Project Type:	Major Subdivision Plat
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of a Subdivision Plat to consolidate existing lots and rights-of-way into one lot.

PROJECT DESCRIPTION

The proposed plat will consolidate the lots addressed 7510, 7518, 7520, 7528, 7600, 7606, 7634, 7520, 7518, 7510 Forsyth Boulevard; 10 South Lyle; 101, 105 Carondelet Plaza; the vacated South Lyle right-of-way and alley. The vacation of City rights-of-way requires separate approval from the Board of Aldermen. The consolidated lot will measure 2.829 acres. The plat also provides for the dedication of public right-of-way for South Lyle Avenue which will be relocated +/- 100 feet to the west.

Article VIII of the Subdivision Regulations includes minimum design standards for infrastructure and public improvements associated with the creation of new subdivisions including lots, easements, streets (private and public), intersections, sidewalks, stormwater drainage, erosion control, utilities, street signs, street trees, common ground, trust indentures, and tree preservation.

The applicant has not submitted verification that the proposed street complies with the minimum design standards for a Minor Commercial Street. Based on the submitted plans, at a minimum, the proposed street fails to comply with the minimum right-of-way width. The Special Development District (SDD) regulations do not explicitly state that subdivision design standards may be modified through the SDD process, and staff's interpretation of the current SDD Regulations is that subdivision design standards (with the exception of block geometry), cannot be waived through the SDD process.

PLAN COMMISSION CONSIDERATION

In considering and acting upon plats and other applicable plans, staff and the Plan Commission shall take the following objectives into consideration:

1. Compatibility of lot size and density;
2. Creation of a lot which provides adequate dimensions to construct improvements of similar size and nature to the surrounding area;
3. Creation of a lot which is in compliance with the area and frontage requirements (no flag lots) as specified in the Zoning Ordinance and provides for an orderly pattern of development;
4. Promotion of a creative approach to the use of land and related physical facilities resulting in better site layout and development;
5. Preservation and enhancement of desirable site characteristics such as natural topography, vegetation and geologic features and the prevention of soil erosion;
6. Elimination of incompatible land configurations;
7. Consistency with good planning practices;
8. Compliance with all applicable codes, ordinances and standards.

CONCLUSION

Staff is of the opinion that the lot is consistent with the lots located in the immediate area with regard to size, frontage and arrangement; however, the applicant has not submitted verification that the proposed street complies with the minimum design standards for a Minor Commercial Street.

STAFF RECOMMENDATION


To continue consideration of this request to a later date and that the applicant submit the following information and/or plan revisions to be reviewed by staff prior to reconsideration by the Plan Commission.

1. Correct the zoning information under "general notes" to refer to Subdistrict 2.
2. Verify that the new Lyle Avenue complies with the minimum design standards for a Minor Commercial Street as specified in Article VII of the Subdivision Regulations, and more particularly in Sections 415.620 through 415.650. Submit a table in the following format listing compliance with all applicable minimum design standards:

Standard	Code Section	Required	Proposed	Reason
Road width, turning radius, etc.	Section X	X'	X'	X



REQUEST FOR ARCHITECTURAL REVIEW BOARD CONSIDERATION

Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	Hanley Forsyth, LLC; Forhan, LLC; Centene Center II, LLC; Clayton Property Investment LLC
Project Address:	7510, 7518, 7520, 7528, 7634, 7600 and 7606 Forsyth Boulevard; 10 South Lyle Avenue; 101 and 105 Carondelet Plaza; adjacent proposed vacated rights-of-way
Item Type:	Architectural Review/Request for Action
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of the design and materials associated with the construction of a mixed-use parking, residential and commercial building for Subdistrict 2 of the Centene Clayton Campus.

BACKGROUND & SUMMARY

In an effort to assist planning staff and the decision making bodies to make informed decisions regarding new development projects, the City has contracted with H3 Studio to review and analyze development proposals for compliance with the City's adopted ordinances, plans, and best practices in urban design and architecture. The analysis and recommendations in this staff report are summarized from a report prepared by H3 Studio.

Subdistrict 2 is located east of Hanley Road and is bordered by Forsyth Boulevard on the north, Carondelet Plaza on the east and south, and to the west by Wellbridge Fitness Center (7620 Forsyth Boulevard) and the mixed-use Crescent condominium building (155 Carondelet Plaza). The site measures 2.83 acres. The proposed project includes a 8-story (plus 3 stories below grade), 1,053,338 gross square-foot building to include 30,350 gross square feet of retail space, 135 residential units and a 2,099-space parking structure. This building is of a two-sided configuration with frontages on both Forsyth Boulevard and Carondelet Plaza. Retail tenant spaces are located at street level along Forsyth Boulevard. Carondelet Plaza features a 6-story residential "liner building" that screens that parking garage south frontage. Building materials include a transparent glazed storefront system and glass screen; architectural aluminum canopy system; architectural aluminum screen of perforated, canted panels on the Forsyth Boulevard parking garage elevation; brick veneer and inset precast panels with aluminum frame windows on the Carondelet Plaza residential building elevation; and a green roof system.

The proposed Centene Clayton Campus development is located amidst a number of distinctive, high- and mid-rise office, mixed-use, and hospitality developments. Centene Plaza (7700 Forsyth Boulevard; built in 2009), a 17-story, glass curtain wall, contemporary office tower and

attached parking garage, is the model for the design and materials of the four proposed buildings.



Subdistrict 2 location



Subdistrict 2 rendering looking west along Cardondelet Plaza

CRITERIA FOR REVIEW

The following design criteria were compiled from existing zoning requirements, guidelines, and recommendations of the Downtown Master plan.

Ground Level

- 1) *Pedestrian scaled design for first 25' from ground (approximately 2 stories) such as first floor retail, residential stoops, breaks in façade, building stepbacks.*
 - >> It is indeterminate if the building design of Subdistrict 2 meets this requirement. The first one-and-half (1-1/2) stories, approximately 25 feet along Forsyth Boulevard, feature an inset façade with retail tenant spaces at its east end. The west end of the building features a glazed, retail-like façade concealing the required parking ramps. The appearance of this façade treatment, as well as

what will be visible behind it, is not sufficiently represented in the submittal. 3D digital renderings specifying materials, material transparency, and accurately representing the appearance of the building must be provided before this review can be accurately completed.

- >> The residential section of the building faces the quieter frontage of Carondelet Plaza on the south side of the building. There is a discrepancy in the way in which the ground floor of this building is treated; both ground floor retail space and ground floor residential units are indicated on different drawings. Furthermore, insufficient detail is provided on the appearance and character of the ground floor façade design. 3D digital renderings specifying materials, material transparency, and accurately representing the appearance of the building must be provided before this review can be accurately completed.
- >> Based on the response from Clayco, dated July 18, 2016, the single provided 3D rendering shows only a limited portion of the eastern corner of the building. Critically, the elevations facing Carondelet Plaza and Forsyth Boulevard are not shown. As this information has not been provided, we are unable to fully evaluate if this requirement has been met.

2) *Street level (ground floor) elevation facing the street should be storefront architecture with large show windows interrupted at regular intervals with building piers and generous entrances. Blank walls, long uninterrupted show windows, odd shaped and small show windows should be avoided.*

- >> It is indeterminate if the building design of Subdistrict 2 meets this requirement. Ground floor elevations (as described above) feature glass storefront architecture with the building pier structure expressed outside of the curtain wall envelope along Forsyth Boulevard. This includes functional commercial storefronts on the east end of the building, and a glazed, retail-like façade concealing the required parking ramps and creating a contiguous retail typology along the entire Forsyth elevation. A mix of metal panels with glazed windows comprises the ground-floor residential frontage along Carondelet Plaza. However, insufficient detail is provided on the appearance and character of the ground floor façade design. 3D digital renderings specifying materials, material transparency, and accurately representing the appearance of the building must be provided before this review can be accurately completed.
- >> Based on the response from Clayco, dated July 18, 2016, the single provided 3D rendering shows only a limited portion of the eastern corner of the building. Critically, the elevations facing Carondelet Plaza and Forsyth Boulevard are not shown. As this information has not been provided, we are unable to fully evaluate if this requirement has been met.

3) *Parking structures abutting the street should have ground level retail, commercial service and food establishments facing the sidewalk.*

- >> It is indeterminate if the building design of Subdistrict 2 meets this requirement. The parking structure does feature publically-accessible retail spaces on the northwest section of the building fronting Forsyth Boulevard, and the east section facing Carondelet Plaza and the Forsyth MetroLink Station. As indicated in the submittal, a matching glazed, storefront-type façade conceals the required parking ramps of the garage to provide the appearance of continuous storefronts along Forsyth Boulevard. However, the appearance of this façade treatment, as well as what will be visible behind it, is not sufficiently represented in the submittal. 3D digital renderings specifying materials, material transparency, and

accurately representing the appearance of the building must be provided before this review can be accurately completed.

- >> Based on the response from Clayco, dated July 18, 2016, the single provided 3D rendering shows only a limited portion of the eastern corner of the building. Critically, the elevations facing Carondelet Plaza and Forsyth Boulevard are not shown. As this information has not been provided, we are unable to fully evaluate if this requirement has been met.

Massing & Articulation

4) *Orient height along Forsyth Boulevard.*

- >> The building design of Subdistrict 2 meets this requirement. The full height of the building is pushed to the frontage along Forsyth Boulevard.

5) *Building skylines should provide interest through introduction of compatible shapes and roof forms. Long uninterrupted cornices should be avoided.*

- >> The building design of Subdistrict 2 does not meet this requirement, as it utilizes an uninterrupted parapet extension of the glass curtain wall. This reviewer acknowledges that this design is consistent with the many other neighboring buildings; it does not, however, conform to the architectural guidelines. The architect should consider modifying the building skyline to conform to the guideline, or provide justification to support the current design.
- >> Based on the response from Clayco, dated July 18, 2016, the single provided 3D rendering shows only a limited portion of the eastern corner of the building. Critically, the elevations facing Carondelet Plaza and Forsyth Boulevard are not shown. As this information has not been provided, we are unable to fully evaluate if this requirement has been met.

6) *Facade relief should be incorporated into all building elevations. Long uninterrupted elevations should be avoided.*

- >> The building design of Subdistrict 2 meets this requirement through the use of inset ground floor facades, canted screen panels, vertical façade stepbacks, and material and curtain wall changes between the parking garage and residential units.

7) *Window openings should be incorporated into all building elevations. Blank walls, long horizontal openings, odd shapes and glass walls should be avoided.*

- >> The building design of Subdistrict 2 meets this requirement. Residential portions of the structure facing Carondelet Plaza feature a regular pattern of window openings with wall cladding in brick veneer and architectural precast panels. The parking structure facing Forsyth Boulevard features a mix of perforated metal screen panels and storefront-type glass screens.

8) *The upper story of parking structures abutting the street should be of design material and color compatible with the urban setting.*

- >> The building design of Subdistrict 2 meets this requirement. The parking structure is clad in a distinctive folded and perforated metal screen with canted panel sections that is visually-appealing and harmonious with the surrounding urban context.

CONCLUSION

The proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible to complete the architectural design review at this time due to required missing information.


STAFF RECOMMENDATION

To continue consideration of this request to a later date, and that the applicant submit the following to be reviewed by staff prior to reconsideration by the Architectural Review Board:

1. Revised plans addressing the following recommendation:
 - a. Clarify the design of the residential section of the building facing Carondelet Avenue. Provide adequate illustrations of the design and character of the Carondelet Plaza frontage.
 - b. Modify the building skyline to conform to criteria number five, or provide justification and documentation to support the current design.
2. Photorealistic, 3D digital renderings showing building materials, colors, transparency, reflectivity, landscape elements, and surrounding context of neighboring buildings. A minimum of four (4) renderings per Subdistrict should be provided in order to adequately illustrate the project.
3. Color-rendered context elevations—minimum of one (1) rendered elevation per building façade—showing façade materials, shadows, colors, transparency, and the project in relation to existing neighboring buildings.
4. Color-rendered ground-floor façade elevations—minimum of one (1) rendered elevation per building façade—showing a zoomed-in view of ground-floor / street level façade materials, shadows, colors, transparency, and the project in relation to existing neighboring buildings.
5. Elevations, sections, perspective renderings, and site furniture details for all public outdoor plazas and gathering spaces.



REQUEST FOR CITY PLAN COMMISSION REVIEW

Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	Clayton Property Investment LLC
Project Address:	7454 Forsyth Boulevard
Item Type:	Special Development Subdistrict & Site Plan Review
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of the Special Development Subdistrict Plan and Site Plan associated with the construction of a mixed-use building containing, office, corporate lodging, and a corporate civic auditorium for Subdistrict 3 of the Centene Clayton Campus.

BACKGROUND & SUMMARY

This is a request for consideration of a Subdistrict Plan and Site Plan Review for a mixed-use office building. The Subdistrict plan represents one of four phases of the Centene Clayton Campus Special Development District (SDD). These two reviews are being considered together in this staff report because the project is a complete package with each element an integral part of the whole; however, they are listed separately on the agenda and should be voted on independently.

Subdistrict 3 is located at the southeast corner of Carondelet Plaza and Forsyth Boulevard. The site measures 2.99 acres. The eastern portion of Subdistrict 3 is located in University City and is immediately adjacent to the Forsyth Metrolink station. The proposed project includes a 34-story (plus 4 stories below grade), 1,209,310 gross square-foot building to include 410,485-square-feet of office use, a 120-room corporate lodging facility, a corporate civic auditorium and a 929-space parking structure.

Sub-district	Lot Area (acres)	Completion	Height (above grade)		Size (gsf)	FAR	Office (gsf)	Retail (gsf)	Residential & Hotel		Parking	
			stories	feet					gsf	units	gsf	spaces
1	1.32	2019	30	414	1,030,750	10.0	560,915	15,115	-	-	370,600	790
2	2.83	2019	8	100	1,053,338	1.9	-	30,350	204,000	135 (res)	816,000	2,099
3	2.99	2020	34	455	1,209,310	5.1	410,485	*81260	170,760	120 (hotel)	409,000	929
4	2.19	2021	19	328	1,196,370	4.9	461,020	7,580	-	-	637,800	1,659
Total	9.33				4,489,768	4.8	1,432,420	134,305	374,760	255	2,233,400	5,477

* Includes the corporate civic auditorium.



Subdistrict 3 location



Subdistrict 3 rendering looking south across Carondelet Plaza

Notice of this request was sent to property owners within 200 feet of the subject property.

SUBDISTRICT PLAN & SITE PLAN REVIEW

A Special Development District (SDD) is a distinct zoning classification for large-scale development. The purpose of the special development process is to encourage innovation in the planning and building of a large-scale development with a multi-phased, multi-year timeline. An SDD is governed by a Special Development Plan and Subdistrict Plans, each of which require approval by the Board of Aldermen. The Special Development Plan provides the general development standards for the proposed development including the location of project phases and schedules, location and use of each proposed building, the maximum height and size of each building, the location of open space and landscape buffers, general traffic circulation and the location of parking.

The individual Subdistrict Plans provide detailed information related to each specific phase of the development. Each Subdistrict requires approval of a Subdistrict Plan (by the Board of Aldermen), Site Plan Review (by the Plan Commission), and Architectural Review (by the Architectural Review Board). The applicant is requesting consideration of the Rezoning/Special Development Plan and all four Subdistrict Plans (including Site Plan Review and Architectural Review) concurrently. Approval of the Rezoning/Special Development Plan is not contingent upon approval of the detailed Subdistrict Plans.

CRITERIA FOR APPROVAL

The Plan Commission shall recommend to the Board of Aldermen approval, approval with conditions or denial of the Special Development Subdistrict plan. The Plan Commission shall vote to approve, approve with conditions, or deny the plans for Site Plan Review. The criteria for approval of a Subdistrict Plan and Site Plan Review are listed below. Similar criteria have been combined for this analysis.

Compatibility

- 1) *If any City Master Plan contains recommendations that are specific to the area defined by the site plan, the Plan Commission shall review the site plan to determine its consistency with all applicable recommendations. (Site Plan Review)*
 - >> Subdistrict 3 is located in the Forsyth Village District as identified in the Downtown Master Plan. The vision of the district is to “create a dense, walkable, mixed-use district including a significant new urban residential development oriented around the Forsyth Metrolink Station with appropriate connections to the existing development at Carondelet Plaza and the adjacent neighborhoods”. The plan identifies both Forsyth Boulevard and Carondelet Plaza as pedestrian priority zones.
 - >> Staff is of the opinion that the project generally complies with the vision of the Downtown Master Plan. With implementation of staff’s recommendations, staff is of the opinion that compliance with the Downtown Master Plan would be greatly enhanced.
- 2) *The proposed development is consistent with the special development plan for this site and complies with all other applicable codes and ordinances. (Subdistrict)*
 - >> The development is consistent with the proposed Special Development Plan; however, as noted in the Rezoning/Special Development Plan staff report, staff has identified numerous critical issues and deficiencies with the proposed Special

Development Plan. The Subdistrict Plan will be reevaluated when the critical issues and deficiencies have been addressed.

- 3) *A project's compatibility with its environment and with other land uses and buildings existing in the surrounding area.(Site Plan Review)*

>> The proposed development is generally compatible in terms of use, mass and height with existing and proposed nearby structures.

Landscaping

(Analysis provided by the City's contracted landscape architect)

- 4) *The quantity, quality, utility, size and type of a project's required open space and proposed landscaping improvements. (Site Plan Review)*

>> A minimal amount of open space has been provided in the front of the drop off that dominates the space. This open space provides a visual relief from the hardscape-dominant plaza and drop-off areas. This space is likely not to be used by people. The minimal open space combined with the proposed fountain feature will be a visual enhancement. Additional information regarding the landscape character is required to evaluate this impact.

- 5) *Appropriate buffering is provided to protect adjacent land uses from light, noise and visual impacts. (Subdistrict)*

New developments should be screened from adjacent properties by use of high caliper tree plantings. (Subdistrict)

>> The auditorium portion of the development will dominate the street on Forsyth. It appears that there will be a long expanse of blank or inactive façade along the street. The Clayton streetscape is being provided as a buffer to the street. However, this blank façade is a hindrance to pedestrian circulation between the Central Business District and Metrolink. Additional information is needed about the architectural treatment, how the façade can be softened and how an active street environment can be developed.

- 6) *The preservation of mature trees is encouraged. (Subdistrict)*

>> All trees will be removed.

- 7) *Trees and Landscaping are appropriate with the scale of the development and consistent with Article XXX: Trees and Landscaping Regulations. (Subdistrict)*

>> Additional information is required to evaluate this requirement.

Traffic & Circulation

- 8) *Streets or other means of access to the proposed phase of development meet City of Clayton standards and are suitable and adequate to carry anticipated traffic. (Subdistrict)*
The internal circulation system of the proposed phase encourages safe movement for vehicles and pedestrians and is in compliance with the special development plan; (Subdistrict)

The ability of a project's traffic circulation system to provide for the convenient and safe internal and external movement of vehicles and pedestrians.(Site Plan Review)

>> Subdistrict 3 will be served via the existing two-lane service drive which runs parallel to Forest Park Parkway. A garage entrance is proposed off that service road to

serve a 929-space parking garage. Similar to Subdistrict 1, the parking spaces provided in Subdistrict 3 may not have the ability to accommodate all of the office/retail space in Subdistrict 3; therefore, the parking provided in Subdistrict 2 will also likely need to serve the users in Subdistrict 3.

>> A traffic impact study was prepared by CBB to identify how much traffic would be generated by the proposed development; evaluate the ability of motorists to safely enter and exit the site at each access point; determine the impact of the additional trips on the adjacent roads; and recommend improvements, as needed, to mitigate the impact of the additional traffic and provide safe ingress and egress at each access drive. The following improvements are recommended to provide adequate capacity to handle the additional trips generated by the development:

- i. Add a second access to the Subdistrict 3 Garage (via Carondelet Plaza) to help distribute the heavy exiting left-turn traffic and provide acceptable operating conditions. The driveway should provide, at a minimum, a 3-lane cross-section at the intersection with Carondelet Plaza.
- ii. Re-stripe and/or widen Forsyth Boulevard to accommodate two eastbound through lanes from the service drive in Subdistrict 3 to east of the Forest Park Parkway Off-Ramp/Bland Avenue.
- iii. Widen the Forest Park Parkway Off-Ramp/Bland Avenue to provide dual northbound left-turn lanes and a separate northbound right-turn lane at Forsyth Boulevard.

9) *The site plan must state that all driveways, sidewalks, curbs and gutters are to be installed in accordance with the standards prescribed by the Public Works Department.(Site Plan Review)*

>> New streetscape will be installed along the project limits on Forsyth Boulevard and Carondelet Plaza. Staff is of the opinion that all driveways, sidewalks, curbs and gutters are to be installed in accordance with city standards.

Parking

10) *The type and location of parking provisions. (Site Plan Review)*

- >> The Special Development Plan requires 929 parking spaces and 929 are proposed in the parking structure.
- >> The Special Development Plan requires nine loading spaces and nine are proposed underneath the building.
- >> The Special Development Plan requires 46 bicycle parking racks and 46 are proposed; however, the plans do not indicate their specific design, location or layout.

Design & Materials

11) *The materials, design and uses are compatible with the neighborhood surrounding the proposed development phase and the City as a whole. Architecture and building materials are consistent with the design of the special development plan, are consistent with other phases and are compatible with the adjacent neighborhood. (Subdistrict)*

>> According to the City's contracted architect, the proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible to complete the

architectural design review at this time due to required missing information (refer to the Architectural Review Board memo).

12) *The location and screening of a project's air-conditioning units and other associated equipment. (Site Plan Review)*

>> Mechanical equipment will be located on the rooftop within a unitized curtainwall mechanical penthouse.

13) *The location, adequacy and screening for trash. (Site Plan Review)*

>> Trash will be stored inside the building adjacent to the loading docks and screened by a rolling metal door.

Grading and Drainage

14) *Every attempt shall be made to preserve the topography of the property. If the topography must be altered to accommodate construction, the plan must contain specific information regarding the proposed topography change and its impact on the flow of drainage on adjacent properties. (Subdistrict)*

Provisions for storm surface drainage shall be in accordance with the City's design standards. Stormwater drainage shall be connected to a storm sewer whenever one is available as determined by the City. Disposal of storm or natural waters both on and off the site shall be provided in such a manner as not to have a detrimental effect on the property of others or the public right-of-way. (Site Plan Review)

>> The existing stormwater runoff, according to the MSD 15 year, 20 minute calculation, is 5.1 cubic feet per second (CFS). The proposed runoff is 9.76 CFS, which represents an increase in 4.66 CFS. Stormwater runoff from the site will be piped directly to the public storm sewer system. The Public Works Department has reviewed the site plan and finds the stormwater plan acceptable. The project has not received conceptual approval from the Metropolitan Sewer District.

Utilities

15) *Existing or proposed utility services are adequate for the proposed subdistrict and are in conformance with the special development plan. (Subdistrict)*

>> All connections to public utilities are shown on the plans to be installed in accordance with the standards of the Public Works Department.

16) *Provision of hookups to public utilities connections shall be installed in accordance with the standards of the Public Works Department. All connections shall be shown on the site plan.(Subdistrict)*

>> Staff is of the opinion that hookups to public utility connections will be installed in accordance with city standards.

Lighting

17) *All developments shall provide adequate lighting to assure safety and security. Lighting installations shall not have an adverse impact on traffic safety or on the surrounding area. Light sources shall be shielded and there shall be no spillover onto adjacent properties. (Site Plan Review).*

>> A lighting plan has not been submitted. According to the applicant, the location and type of exterior lighting has yet to be determined.

Public Safety

18) *Treatment of bulk trash disposal and other environmental health matters shall meet code requirements. (Site Plan Review).*

>> The project, as proposed, meets the code requirements for bulk trash disposal.

19) *The Fire Department shall review all site plans to determine adequacy of access and other aspects of public safety. (Site Plan Review).*

>> The Fire Department has reviewed the plans and finds them acceptable.

20) *The promotion of public safety and benefit to the general welfare, as evidence that the project is in compliance with good planning practices and principles. (Site Plan Review).*

>> The project, as proposed, is consistent with good planning practices and principles.

21) *A project's impact will not overtax public utilities, services or other municipal facilities. (Site Plan Review)*

>> At this time, staff does not anticipate adverse impacts regarding public utilities, services or municipal facilities.

CONCLUSION

The proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible for staff to complete the review and analysis at this time due to the number of unresolved critical issues and deficiencies in both the Special Development Plan and Subdistrict Plan. Staff is of the opinion that if revised as recommended, the project would comply with the criteria for approval of a Special Development Subdistrict and Site Plan Review.

The project is currently under review by University City staff and they have submitted the following comment:

The layout and depth of the street-level retail space shown on sheet A.103 does not seem to be functional. Our recommendation is to provide greater depth and square footage to better accommodate future retail and/or food/beverage establishments at this location. Expanding the retail space to include two stories would be a favorable option to accommodate additional square footage.

STAFF RECOMMENDATION

To continue consideration of this request to a later date and that the applicant submit the following information and/or plan revisions to be reviewed by staff prior to reconsideration by the Plan Commission.

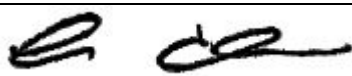
1. Special Development Plan
 - a. Revise the Subdistrict Plan accordingly to address the applicable critical issues and deficiencies identified in the Rezoning/Special Development District staff report.
2. Landscaping
 - a. Address deficiencies listed on the checklist and plan markups from the Christner review dated July 11, 2016.

- b. The landscape plans are conceptual at this stage. Provide additional detail that illustrates shrubs and perennial massing and design intent.
 - c. Provide genus/species for the proposed trees.
 - d. Provide a plant palette/plant list for each subarea and planting type (planting beds, bioretention, green roof, etc.)
 - e. The fountain features are conceptual at this stage. Provide additional detail (typical section, materials and annotation).
 - f. Provide additional information about the green roof system(s) and typical sections.
 - g. Define the irrigation scope and methods.
 - h. Clarify how pedestrian circulation works with the valet return lane. Provide a landscape buffer between the streetscape and the valet return lane. This total pavement width is 24' – the same width of a two-lane road.
 - i. Provide a curb ramp and crosswalk at the Forsyth and Carondelet intersection, south east corner; acknowledged on civil drawings but not yet shown on the drawings.
 - j. Plantings at the Carondelet Plaza south are on-structure. Provide a typical detail for how trees and planting beds will be designed to provide adequate soil volume and drainage.
 - k. Soften the east wall of the Ritz Carlton parking garage with landscape. Define where sidewalk or planting will be located along this side.
 - l. Provide pedestrian improvements (new curb ramps, cross walks, etc.) at the intersection of Forsyth and the access drive that parallels the Metrolink tracks.
 - m. Provide planter pots at the Carondelet Urban Open Space plaza.
3. Public Works
- a. Final streetscape design shall be approved by the City of Clayton Public Works Department.
 - b. Electrical and irrigation systems shall be approved by the Public Works Department.
 - c. General layout of street trees and lights shall be approved by the Public Works Department.
 - d. Expansion and tooled joint layouts shall be approved by the Public Works Department.
 - e. Provide a plan for temporary utility relocation.
 - f. Provide complete autoturn diagrams for various service trucks at the ingress/egress points and internal turning movements (service zones) for each of the Sub-Districts.
 - g. Identify all service vehicle plans (deliveries, trash, etc.).
 - h. Remove all material from the streetscape easement that does not conform to city streetscape standards (i.e. Brick pavers).
 - i. Crosswalks shall be installed to city standards at the following intersections: Hanley and Carondelet; Hanley and Forsyth; Forsyth and Lyle; Forsyth and Lee; Forsyth and Carondelet Plaza; Forsyth and Sub-District 3 Service Drive; and Carondelet Plaza at the Circle.
 - j. During construction the contractor shall provide a covered pedestrian walkway on Carondelet Plaza. At all times there shall be pedestrian access from north Forsyth sidewalk to the Carondelet circle.
 - k. Provide the city with agreement for utility cost associated with the streetscape in University City or provide separate electric/water supply (reference University City's comment regarding operation and maintenance costs). There are 7 trees and 3 lights that may be connected to Clayton's electric and irrigation system if separate utility supplies are not provided.
 - l. Provide complete autoturn exhibit for service trucks in the private alley.

- m. Medians in Carondelet Plaza may need to be realigned to facilitate necessary turning movements.
- 4. Traffic
 - a. Add a second access to the Subdistrict 3 Garage (via Carondelet Plaza) to help distribute the heavy exiting left-turn traffic and provide acceptable operating conditions. The driveway should provide, at a minimum, a 3-lane cross-section at the intersection with Carondelet Plaza.
 - b. Re-stripe and/or widen Forsyth Boulevard to accommodate two eastbound through lanes from the service drive in Subdistrict 3 to east of the Forest Park Parkway Off-Ramp/Bland Avenue.
 - c. Widen the Forest Park Parkway Off-Ramp/Bland Avenue to provide dual northbound left-turn lanes and a separate northbound right-turn lane at Forsyth Boulevard.
- 5. Other
 - a. Submit a photometric plan verifying that light sources are shielded and that there shall be no spillover onto adjacent properties.
 - b. Submit conceptual approval from the Metropolitan Sewer District.
 - c. Revise the site plan to accurately depict the design, location, and layout of the required bicycle racks including setbacks from other features in compliance with the Bicycle Parking Regulations.



REQUEST FOR ARCHITECTURAL REVIEW BOARD CONSIDERATION

Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	Clayton Property Investment LLC
Project Address:	7454 Forsyth Boulevard
Item Type:	Architectural Review/Request for Action
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of the design and materials associated with the construction of a mixed-use building containing, office, corporate lodging, and a corporate civic auditorium for Subdistrict 3 of the Centene Clayton Campus.

BACKGROUND & SUMMARY

In an effort to assist planning staff and the decision making bodies to make informed decisions regarding new development projects, the City has contracted with H3 Studio to review and analyze development proposals for compliance with the City's adopted ordinances, plans, and best practices in urban design and architecture. The analysis and recommendations in this staff report are summarized from a report prepared by H3 Studio.

Subdistrict 3 is located at the southeast corner of Carondelet Plaza and Forsyth Boulevard. The site measures 2.99 acres. The eastern portion of Subdistrict 3 is located in University City and is immediately adjacent to the Forsyth Metrolink station. The proposed project includes a 34-story (plus 4 stories below grade), 1,209,310 gross square-foot building to include 410,485-square-feet of office use, a 120-room corporate lodging facility, a corporate civic auditorium and a 929-space parking structure. Building materials include a transparent glazed curtain wall; architectural aluminum canopy system; architectural glass screen system of canted, glass "fins"; rainscreen of aluminum panels; precast concrete panels; and a green roof system.

The proposed Centene Clayton Campus development is located amidst a number of distinctive, high- and mid-rise office, mixed-use, and hospitality developments. Centene Plaza (7700 Forsyth Boulevard; built in 2009), a 17-story, glass curtain wall, contemporary office tower and attached parking garage, is the model for the design and materials of the four proposed buildings.



Subdistrict 3 location



Subdistrict 3 rendering looking south across Carondelet Plaza

CRITERIA FOR REVIEW

The following design criteria were compiled from existing zoning requirements, guidelines, and recommendations of the Downtown Master plan.

Ground Level

- 1) *Pedestrian scaled design for first 25' from ground (approximately 2 stories) such as first floor retail, residential stoops, breaks in façade, building setbacks.*
 - >> The building design of Subdistrict 3 meets this requirement. The first three (3) stories, approximately 32 feet along Forsyth Boulevard and Carondelet Plaza, feature public lobby access to the corporate/civic auditorium and office building/corporate lodging lobby.
- 2) *Street level (ground floor) elevation facing the street should be storefront architecture with large show windows interrupted at regular intervals with building piers and generous entrances. Blank walls, long uninterrupted show windows, odd shaped and small show windows should be avoided.*
 - >> The building design of Subdistrict 3 meets this requirement. Ground floor elevations (as described above) feature glass storefront architecture with the building pier structure expressed inside of the curtain wall envelope. This pre-function space is visible through transparent glazing to provide a view of auditorium pre-function activities from Forsyth Boulevard and Carondelet Plaza.
- 3) *Parking structures abutting the street should have ground level retail, commercial service and food establishments facing the sidewalk.*
 - >> The building design of Subdistrict 3 does not meet this requirement. As outlined in the requirement to connect to the MetroLink Station, Subdistrict 3 plan does not fully maximize its connection or adjacency to the Station. This is due to the fact that there is no public retail or hospitality ground floor uses provided in Subdistrict 3. This building frontage is also the parking structure façade that abuts Forsyth Boulevard, as specified in this architectural guideline.
 - >> This reviewer acknowledges that the location of the Forsyth Station, beneath the I-170 overpass, is difficult from an urban design standpoint, and that the section of Subdistrict 3 directly adjacent to the station are not particularly desirable from a retail development standpoint. However, the overall SDD Plan separates the Station from the development by approximately 800 feet of “dead” frontage (i.e. not publically-accessible). Therefore, while a physical connection technically exists, there is little functional connectivity provided and the SDD Plan does not exhibit transit-oriented development (TOD) best practices.
 - >> Since it's opening in 2006, the Forsyth MetroLink Station has not catalyzed any walkable, transit-oriented development. Subdistrict 3 is a key opportunity to provide walkable retail, restaurant, and food service businesses in direct proximity to this Station. The design should be revised to provide retail tenant spaces, particularly for dining, food service, and entertainment establishments, on the ground floor of the parking structure facing and adjacent to the Forsyth MetroLink Station.
 - >> Based on the response from Clayco, dated July 18, 2016, the design has been revised to include a retail storefront along Forsyth Boulevard facing the Forsyth MetroLink Station and directly adjacent to the station stair access located at the southeast corner of Subdistrict 3. Therefore, this requirement has now been met.

Massing & Articulation

4) *Orient height along Forsyth Boulevard.*

- >> The building design of Subdistrict 3 does not meet the letter of this requirement; however, in the opinion of this review it is compatible with the intent. While the building footprint is pushed to the edge of right-of-way of Forsyth Boulevard, the full height of the building is pushed back to Carondelet Plaza. However, the pre-function lobby and auditorium spaces—the primary active programmatic uses of the building—are located along Forsyth Boulevard with the primary building entrance near the corner of Forsyth Boulevard and Carondelet Plaza.

5) *Building skylines should provide interest through introduction of compatible shapes and roof forms. Long uninterrupted cornices should be avoided.*

- >> The building design of Subdistrict 3 does not meet this requirement, as it utilizes an uninterrupted parapet extension of the glass curtain wall. This reviewer acknowledges that this design is consistent with the many other neighboring buildings; it does not, however, conform to the architectural guidelines. The architect should consider modifying the building skyline to conform to the guideline, or provide justification to support the current design.
- >> Based on the response from Clayco, dated July 18, 2016, the proposed cornice matches the existing Centene development, and visual interest will be provided via lighting. However, 1) while approved, the existing Centene development does not conform with the guideline; 2) no details on the lighting strategy are provided; and 3) visual interest through lighting will not be experienced during the day. Therefore, this requirement has not been met.

6) *Facade relief should be incorporated into all building elevations. Long uninterrupted elevations should be avoided.*

- >> The building design of Subdistrict 3 meets this requirement through the use of curvilinear ground floor facades, glass and metal screen panels systems, horizontal setbacks, vertical façade setbacks, and material and curtain wall changes between the auditorium, parking garage, and office/hotel tower.

7) *Window openings should be incorporated into all building elevations. Blank walls, long horizontal openings, odd shapes and glass walls should be avoided.*

- >> It is indeterminate as to whether the building design of Subdistrict 3 meets this requirement. The building is clad in a glass curtain wall, which is technically not in conformity with the guideline. This reviewer acknowledges that this design is consistent with the many other neighboring buildings; it does not, however, conform to the architectural guidelines. This reviewer also understands that the intent of this guideline is to avoid the monolithic appearance of “glass boxes” that do not express or articulate floor plates, interior spaces, or a rhythm of structural bays and vertical elements. The specifics of the glass curtain wall design, the building’s transparency, and the visibility/expression of these elements will determine whether or not the proposed design is compatible with the guideline.
- >> As provided, the building elevations and watercolor renderings do not provide sufficient illustrative detail. 3D digital renderings specifying materials, material transparency, and accurately representing the appearance of the building must be provided before this review can be accurately completed.
- >> Based on the response from Clayco, dated July 18, 2016, the single 3D digital rendering matches the existing Centene development, with a high degree of

transparency and clear articulation of floorplates and building structure. Therefore, the intent of this requirement has been met.

- 8) *The upper story of parking structures abutting the street should be of design material and color compatible with the urban setting.*

>> The building design of Subdistrict 3 meets this requirement. The parking structure is clad in a mix of architectural precast panels and a glass screen wall with canted glass “fins” that is visually-appealing and harmonious with the surrounding urban context.

CONCLUSION

The proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible to complete the architectural design review at this time due to required missing information.

STAFF RECOMMENDATION

To continue consideration of this request to a later date, and that the applicant submit the following to be reviewed by staff prior to reconsideration by the Architectural Review Board:

1. Revised plans addressing the following recommendation:
 - a. Reconsider the public greenspace to facilitate programmatic use, and provide documentation of the design intent for this space.
 - b. Modify the building skyline to conform to criteria number five, or provide justification and documentation to support the current design.
2. Photorealistic, 3D digital renderings showing building materials, colors, transparency, reflectivity, landscape elements, and surrounding context of neighboring buildings. A minimum of four (4) renderings per Subdistrict should be provided in order to adequately illustrate the project.
3. Color-rendered context elevations—minimum of one (1) rendered elevation per building façade—showing façade materials, shadows, colors, transparency, and the project in relation to existing neighboring buildings.
4. Color-rendered ground-floor façade elevations—minimum of one (1) rendered elevation per building façade—showing a zoomed-in view of ground-floor / street level façade materials, shadows, colors, transparency, and the project in relation to existing neighboring buildings.
5. Correction and clarification of the ground-floor design of the residential building facing Carondelet Plaza in Subdistrict 3.
6. Elevations, sections, perspective renderings, and site furniture details for all public outdoor plazas and gathering spaces.



REQUEST FOR CITY PLAN COMMISSION REVIEW

Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	CMC Real Estate Company, LLC; Health Plan Real Estate Holding Inc.
Project Address:	7711 and 7733 Carondelet Avenue; 18 South Hanley Road; adjacent proposed vacated rights-of-way
Item Type:	Special Development Subdistrict & Site Plan Review
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of the Special Development Subdistrict Plan and Site Plan associated with the construction of a mixed-use office building for Subdistrict 4 of the Centene Clayton Campus.

BACKGROUND & SUMMARY

This is a request for consideration of a Subdistrict Plan and Site Plan Review for a mixed-use office building. The Subdistrict plan represents one of four phases of the Centene Clayton Campus Special Development District (SDD). These two reviews are being considered together in this staff report because the project is a complete package with each element an integral part of the whole; however, they are listed separately on the agenda and should be voted on independently.

Subdistrict 4 is located west of Hanley Road, on the north side of Carondelet Avenue adjacent to the existing Centene Plaza, and is comprised of an existing office building, parking structure, and open space which is currently zoned SDD for the second phase of Centene Plaza. The site measures 2.19 acres. The proposed project includes a 19-story (plus 3 stories below grade), 1,196,370 gross square-foot building to include 461,020 gross square feet of office space, 7,580-square-feet of ground floor retail and a 1,659-space parking structure..

Sub-district	Lot Area (acres)	Completion	Height (above grade)		Size (gsf)	FAR	Office (gsf)	Retail (gsf)	Residential & Hotel		Parking	
			stories	feet					gsf	units	gsf	spaces
1	1.32	2019	30	414	1,030,750	10.0	560,915	15,115	-	-	370,600	790
2	2.83	2019	8	100	1,053,338	1.9	-	30,350	204,000	135 (res)	816,000	2,099
3	2.99	2020	34	455	1,209,310	5.1	410,485	*81260	170,760	120 (hotel)	409,000	929
4	2.19	2021	19	328	1,196,370	4.9	461,020	7,580	-	-	637,800	1,659
Total	9.33				4,489,768	4.8	1,432,420	134,305	374,760	255	2,233,400	5,477

* Includes the corporate civic auditorium.



Subdistrict 4 location



Subdistrict 4 rendering looking west along Carondelet Plaza

SUBDISTRICT PLAN & SITE PLAN REVIEW

A Special Development District (SDD) is a distinct zoning classification for large-scale development. The purpose of the special development process is to encourage innovation in the planning and building of a large-scale development with a multi-phased, multi-year timeline. An SDD is governed by a Special Development Plan and Subdistrict Plans, each of which require approval by the Board of Aldermen. The Special Development Plan provides the general development standards for the proposed development including the location of project phases and schedules, location and use of each proposed building, the maximum height and size of each building, the location of open space and landscape buffers, general traffic circulation and the location of parking.

The individual Subdistrict Plans provide detailed information related to each specific phase of the development. Each Subdistrict requires approval of a Subdistrict Plan (by the Board of Aldermen), Site Plan Review (by the Plan Commission), and Architectural Review (by the Architectural Review Board). The applicant is requesting consideration of the Rezoning/Special Development Plan and all four Subdistrict Plans (including Site Plan Review and Architectural Review) concurrently. Approval of the Rezoning/Special Development Plan is not contingent upon approval of the detailed Subdistrict Plans.

CRITERIA FOR APPROVAL

The Plan Commission shall recommend to the Board of Aldermen approval, approval with conditions or denial of the Special Development Subdistrict plan. The Plan Commission shall vote to approve, approve with conditions, or deny the plans for Site Plan Review. The criteria for approval of a Subdistrict Plan and Site Plan Review are listed below. Similar criteria have been combined for this analysis.

Compatibility

- 1) *If any City Master Plan contains recommendations that are specific to the area defined by the site plan, the Plan Commission shall review the site plan to determine its consistency with all applicable recommendations.(Site Plan Review)*
 - >> 18 South Hanley Road is located in the Forsyth Village District as identified in the Downtown Master Plan. The vision of the district is to “create a dense, walkable, mixed-use district including a significant new urban residential development oriented around the Forsyth Metrolink Station with appropriate connections to the existing development at Carondelet Plaza and the adjacent neighborhoods”. The plan identifies both Forsyth Boulevard and Carondelet Plaza as pedestrian priority zones.
 - >> 7711 and 7733 Carondelet Avenue are located in the Central Station District, as identified in the Downtown Master Plan. The vision for the Central Station District is to “create a walkable, high density mixed use district with significant new office development and high density multifamily rental residential infill oriented around the Clayton Metrolink Transit Station.”
 - >> Staff is of the opinion that the project generally complies with the vision of the Downtown Master Plan. With implementation of staff’s recommendations, staff is of the opinion that compliance with the Downtown Master Plan would be greatly enhanced.

- 2) *The proposed development is consistent with the special development plan for this site and complies with all other applicable codes and ordinances. (Subdistrict)*
 - >> The development is consistent with the proposed Special Development Plan; however, as noted in the Rezoning/Special Development Plan staff report, staff has identified numerous critical issues and deficiencies with the proposed Special Development Plan. The Subdistrict Plan will be reevaluated when the critical issues and deficiencies have been addressed.
- 3) *A project's compatibility with its environment and with other land uses and buildings existing in the surrounding area. (Site Plan Review)*
 - >> The proposed development is generally compatible in terms of use, mass and height with existing and proposed nearby structures.

Landscaping

(Analysis provided by the City's contracted landscape architect)

- 4) *The quantity, quality, utility, size and type of a project's required open space and proposed landscaping improvements. (Site Plan Review)*
 - >> A terraced park is proposed to replace the existing open space at the corner of Hanley and Carondelet. The existing park is a minor pedestrian connection between the Centene Building and the intersection. The features of the proposed Hanley Park such as the terraces and fountain are likely to attract a greater number of users, particularly at lunch. However, as designed, the park is not accessible due to steep grades and excessive cross slopes. Additional design development will be needed to address accessibility requirements and the landscape character to be fully evaluated.
- 5) *Appropriate buffering is provided to protect adjacent land uses from light, noise and visual impacts. (Subdistrict)*

New developments should be screened from adjacent properties by use of high caliper tree plantings. (Subdistrict)

 - >> Hanley Park and the lobby and retail uses on Carondelet provide pedestrian-oriented uses that are appropriate for the street frontage. The Clayton streetscape is proposed along the Hanley and Carondelet frontages and buffers the development at the pedestrian scale. However, the alignment of bollards along Carondelet does not contribute to the buffer and is a visual and physical barrier to desired pedestrian connectivity. Additional options should be explored.
- 6) *The preservation of mature trees is encouraged. (Subdistrict)*
 - >> All trees will be removed.
- 7) *Trees and Landscaping are appropriate with the scale of the development and consistent with Article XXX: Trees and Landscaping Regulations. (Subdistrict)*
 - >> Additional information is required to evaluate this requirement.

Traffic & Circulation

- 8) *Streets or other means of access to the proposed phase of development meet City of Clayton standards and are suitable and adequate to carry anticipated traffic. (Subdistrict)*

The internal circulation system of the proposed phase encourages safe movement for

vehicles and pedestrians and is in compliance with the special development plan; (Subdistrict)

The ability of a project's traffic circulation system to provide for the convenient and safe internal and external movement of vehicles and pedestrians. (Site Plan Review)

- >> Subdistrict 4 will be served via a single garage entrance to 1,659 parking spaces via Carondelet Avenue.
- >> A traffic impact study was prepared by CBB to identify how much traffic would be generated by the proposed development; evaluate the ability of motorists to safely enter and exit the site at each access point; determine the impact of the additional trips on the adjacent roads; and recommend improvements, as needed, to mitigate the impact of the additional traffic and provide safe ingress and egress at each access drive. To provide adequate capacity to handle the additional trips generated by the development, CBB recommends construction of a southbound right-turn lane on Hanley Road at Carondelet Avenue.

9) *The site plan must state that all driveways, sidewalks, curbs and gutters are to be installed in accordance with the standards prescribed by the Public Works Department. (Site Plan Review)*

- >> New streetscape will be installed along the project limits on Hanley Road and Carondelet Avenue. Staff is of the opinion that all driveways, sidewalks, curbs and gutters are to be installed in accordance with city standards.

Parking

10) *The type and location of parking provisions. (Site Plan Review)*

- >> The Special Development Plan requires 1,659 parking spaces and 1,659 are proposed in the parking structure.
- >> The Special Development Plan requires four loading spaces and four are proposed underneath the building.
- >> The Special Development Plan requires 27 bicycle parking racks and 27 are proposed; however, the plans do not indicate their specific design, location or layout.

Design & Materials

11) *The materials, design and uses are compatible with the neighborhood surrounding the proposed development phase and the City as a whole. Architecture and building materials are consistent with the design of the special development plan, are consistent with other phases and are compatible with the adjacent neighborhood. (Subdistrict)*

- >> According to the City's contracted architect, the proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible to complete the architectural design review at this time due to required missing information (refer to the Architectural Review Board memo).

12) *The location and screening of a project's air-conditioning units and other associated equipment. (Site Plan Review)*

- >> Mechanical equipment will be located on the rooftop within a unitized curtainwall wall mechanical penthouse.

13) *The location, adequacy and screening for trash. (Site Plan Review)*

>> Trash will be stored inside the building adjacent to the loading docks and screened by a rolling metal door.

Grading and Drainage

14) *Every attempt shall be made to preserve the topography of the property. If the topography must be altered to accommodate construction, the plan must contain specific information regarding the proposed topography change and its impact on the flow of drainage on adjacent properties. (Subdistrict)*

Provisions for storm surface drainage shall be in accordance with the City's design standards. Stormwater drainage shall be connected to a storm sewer whenever one is available as determined by the City. Disposal of storm or natural waters both on and off the site shall be provided in such a manner as not to have a detrimental effect on the property of others or the public right-of-way. (Site Plan Review)

>> The existing stormwater runoff, according to the MSD 15 year, 20 minute calculation, is 8.33 cubic feet per second (CFS). The proposed runoff is 6.33 CFS, which represents a decrease in 2 CFS. Stormwater runoff from the site will be piped directly to the public storm sewer system. The Public Works Department has reviewed the site plan and finds the stormwater plan acceptable. The project has not received conceptual approval from the Metropolitan Sewer District.

Utilities

15) *Existing or proposed utility services are adequate for the proposed subdistrict and is in conformance with the special development plan. (Subdistrict)*

>> All connections to public utilities are shown on the plans to be installed in accordance with the standards of the Public Works Department.

16) *Provision of hookups to public utilities connections shall be installed in accordance with the standards of the Public Works Department. All connections shall be shown on the site plan. (Subdistrict)*

>> Staff is of the opinion that hookups to public utility connections will be installed in accordance with city standards.

Lighting

17) *All developments shall provide adequate lighting to assure safety and security. Lighting installations shall not have an adverse impact on traffic safety or on the surrounding area. Light sources shall be shielded and there shall be no spillover onto adjacent properties. (Site Plan Review).*

>> A lighting plan has not been submitted. According to the applicant, the location and type of exterior lighting has yet to be determined.

Public Safety

18) *Treatment of bulk trash disposal and other environmental health matters shall meet code requirements. (Site Plan Review).*

>> The project, as proposed, meets the code requirements for bulk trash disposal.

19) *The Fire Department shall review all site plans to determine adequacy of access and other aspects of public safety. (Site Plan Review).*

>> The Fire Department has reviewed the plans and finds them acceptable.

20) The promotion of public safety and benefit to the general welfare, as evidence that the project is in compliance with good planning practices and principles. (Site Plan Review).

>> The project, as proposed, is consistent with good planning practices and principles.

21) A project's impact will not overtax public utilities, services or other municipal facilities. (Site Plan Review)

>> At this time, staff does not anticipate adverse impacts regarding public utilities, services or municipal facilities.

CONCLUSION

The proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible for staff to complete the review and analysis at this time due to the number of unresolved critical issues and deficiencies in both the Special Development Plan and Subdistrict Plan. Staff is of the opinion that if revised as recommended, the project would comply with the criteria for approval of a Special Development Subdistrict and Site Plan Review.

STAFF RECOMMENDATION


To continue consideration of this request to a later date and that the applicant submit the following information and/or plan revisions to be reviewed by staff prior to reconsideration by the Plan Commission.

1. Special Development Plan
 - a. Revise the Subdistrict Plan accordingly to address the applicable critical issues and deficiencies identified in the Rezoning/Special Development District staff report.
2. Landscaping
 - a. Address deficiencies listed on the checklist and plan markups from the Christner review dated July 11, 2016.
 - b. The landscape plans are conceptual at this stage. Provide additional detail that illustrates shrubs and perennial massing and design intent.
 - c. Provide genus/species for the proposed trees.
 - d. Provide a plant palette/plant list for each subarea and planting type (planting beds, bioretention, green roof, etc.)
 - e. The fountain features are conceptual at this stage. Provide additional detail (typical section, materials and annotation).
 - f. Provide additional information about the green roof system(s) and typical sections.
 - g. Define the irrigation scope and methods.
 - h. The footings for the bollards extend into the street tree soil volume reducing it the area contained by the tree grate. Reduce the footing size, location, etc. with an alternative structural design or other response to provide the additional soil volume of the soil trench required in the City of Clayton standard streetscape details. Provide section details.
 - i. The hardscape and trees on the east side of Hanley Park will be within the construction fence and will be impacted. Illustrate new street trees on the landscape plans. Provide additional soil volume under the sidewalk for these trees.

- j. Provide a screen or landscape buffer of the transformer and switch gear.
 - k. Consider green walls or other vertical landscaping for the south façade of the parking garage on Carondelet Avenue.
 - l. Clarify the function and the materials of the feature west of the north section of amphitheater steps as illustrated on L103.
 - m. Clarify how the aluminum canopy on the east side of the building will be integrated with the site and landscape. Illustrate the canopy on the plans. The concern with the canopy is the environment under the canopy for trees and plantings. Develop and explain this concept further.
 - n. Ensure that the black south façade of the Centene building is softened.
 - o. Clarify how accessible access and use of the plaza will be achieved. Review of the contours at the access points along Hanley illustrate sidewalks with a running slope in excess of 5% maximum. At the access point near the south east corner of the Centene building, the cross slope is in excess of 6.5%.
3. Public Works
- a. Final streetscape design shall be approved by the City of Clayton Public Works Department.
 - b. Electrical and irrigation systems shall be approved by the Public Works Department.
 - c. General layout of street trees and lights shall be approved by the Public Works Department.
 - d. Expansion and tooled joint layouts shall be approved by the Public Works Department.
 - e. Provide a plan for temporary utility relocation.
 - f. Provide complete autoturn diagrams for various service trucks at the ingress/egress points and internal turning movements (service zones) for each of the Sub-Districts.
 - g. Identify all service vehicle plans (deliveries, trash, etc.).
 - h. Remove all material from the streetscape easement that does not conform to city streetscape standards (i.e. Brick pavers).
 - i. Crosswalks shall be installed to city standards at the following intersections: Hanley and Carondelet; Hanley and Forsyth; Forsyth and Lyle; Forsyth and Lee; Forsyth and Carondelet Plaza; Forsyth and Sub-District 3 Service Drive; and Carondelet Plaza at the Circle.
 - j. During construction the contractor shall provide a covered pedestrian walkway on Carondelet Plaza. At all times there shall be pedestrian access from north Forsyth sidewalk to the Carondelet circle.
 - k. The north-south alley proposed to be relocated shall remain a public alley, identify on plans.
 - l. Sheet C102: Missing street light in the middle of the block.
 - m. Provide complete autoturn exhibit for services vehicles turning around in alley.
4. Traffic
- a. Construct a southbound right-turn lane on Hanley Road at Carondelet Avenue in conjunction with Subdistrict 4.
5. Other
- a. Submit a photometric plan verifying that light sources are shielded and that there shall be no spillover onto adjacent properties.
 - b. Submit conceptual approval from the Metropolitan Sewer District.
 - c. Revise the site plan to accurately depict the design, location, and layout of the required bicycle racks including setbacks from other features in compliance with the Bicycle Parking Regulations.



REQUEST FOR ARCHITECTURAL REVIEW BOARD CONSIDERATION

Date:	August 1, 2016
Applicant:	Bob Clark, CEO of Clayco Construction
Owner:	CMC Real Estate Company, LLC; Health Plan Real Estate Holding Inc.
Project Address:	7711 and 7733 Carondelet Avenue; 18 South Hanley Road; adjacent proposed vacated rights-of-way
Item Type:	Architectural Review/Request for Action
Staff:	 Louis Clayton, AICP, Planner
Summary:	Review of the design and materials associated with the construction of a mixed-use office building for Subdistrict 4 of the Centene Clayton Campus.

BACKGROUND & SUMMARY

In an effort to assist planning staff and the decision making bodies to make informed decisions regarding new development projects, the City has contracted with H3 Studio to review and analyze development proposals for compliance with the City's adopted ordinances, plans, and best practices in urban design and architecture. The analysis and recommendations in this staff report are summarized from a report prepared by H3 Studio.

Subdistrict 4 is located west of Hanley Road, on the north side of Carondelet Avenue adjacent to the existing Centene Plaza, and is comprised of an existing office building, parking structure, and open space which is currently zoned SDD for the second phase of Centene Plaza. The site measures 2.19 acres. The proposed project includes a 19-story (plus 3 stories below grade), 1,196,370 gross square-foot building to include 461,020 gross square feet of office space, 7,580-square-feet of ground floor retail and a 1,659-space parking structure. This building features a dual-level lobby, with lower level access from Carondelet Avenue / S. Hanley Road and upper level access from the existing Forsyth Plaza, located between the existing Centene Plaza and Centene Parking Garage. Building materials include a transparent glazed curtain wall; architectural aluminum canopy system; architectural aluminum screen of perforated, folded panels; and a green roof system. Retail tenant spaces are located at street level along Carondelet Avenue.

The proposed Centene Clayton Campus development is located amidst a number of distinctive, high- and mid-rise office, mixed-use, and hospitality developments. Centene Plaza (7700 Forsyth Boulevard; built in 2009), a 17-story, glass curtain wall, contemporary office tower and attached parking garage, is the model for the design and materials of the four proposed buildings.



Subdistrict 4 location



Subdistrict 4 rendering looking west along Carondelet Plaza

CRITERIA FOR REVIEW

The following design criteria were compiled from existing zoning requirements, guidelines, and recommendations of the Downtown Master plan.

Ground Level

- 1) *Pedestrian scaled design for first 25' from ground (approximately 2 stories) such as first floor retail, residential stoops, breaks in façade, building setbacks.*
 - >> The building design of Subdistrict 4 meets this requirement. The first two (2) stories, 30 feet along Carondelet Avenue, feature an inset façade with aluminum canopy, with public lobby access, and retail tenant spaces.
- 2) *Street level (ground floor) elevation facing the street should be storefront architecture with large show windows interrupted at regular intervals with building piers and generous entrances. Blank walls, long uninterrupted show windows, odd shaped and small show windows should be avoided.*
 - >> The building design of Subdistrict 4 does not meet this requirement. Approximately 50 percent of the ground floor elevation (as described above) features glass storefront architecture with public access along the southern Carondelet Avenue façade. The east façade, facing the public park located at the northwest corner of S. Hanley Road and Carondelet Avenue, is located on a sloping hill transitioning between the upper lobby entrance and lower lobby entrance. It does not provide interior access but does continue the pedestrian-scale design and structural elements and transparent storefront-style glazing. The building pier structure is expressed outside of the curtain wall envelope to create a regular rhythm of retail storefronts. An overhead aluminum canopy scales the building down to the pedestrian and provides pedestrians with protection from the elements. However, approximately 50 percent of the Carondelet Avenue ground-floor façade (along the protruding parking podium on the west side of the building) features a blank façade of pre-cast concrete panels.
 - >> Based on the response from Clayco, dated July 18, 2016, the street-level precast panel façade has been replaced with a glass storefront system. However, sufficient details on the appearance of this system, including portions of the garage visible behind the storefront, have not been provided. Therefore, we are unable to fully evaluate if this requirement has been met.
- 3) *Parking structures abutting the street should have ground level retail, commercial service and food establishments facing the sidewalk.*
 - >> The building design of Subdistrict 4 does not meet this requirement. The embedded parking structure features public lobby and retail tenant spaces for approximately 50 percent of the ground floor facing Carondelet Avenue. As described above, however, approximately 50 percent of the Carondelet Avenue ground-floor façade (along the protruding parking podium on the west side of the building) features a blank façade of pre-cast concrete panels.
 - >> Based on the response from Clayco, dated July 18, 2016, the street-level of the parking garage is indicated for future conversion to retail. However, sufficient details on this conversion are not provided, and there is no timeframe, guarantee, or criteria specified for this conversion. Therefore, this requirement has not been met.

Massing & Articulation

- 4) *Orient height along Forsyth Boulevard.*
 - >> Not applicable: Subdistrict 4 does not abut Forsyth Boulevard.
- 5) *Building skylines should provide interest through introduction of compatible shapes and roof forms. Long uninterrupted cornices should be avoided.*
 - >> The building design of Subdistrict 4 does not meet this requirement, as it utilizes an uninterrupted parapet extension of the glass curtain wall. This reviewer acknowledges that this design is consistent with the many other neighboring buildings; it does not, however, conform to the architectural guidelines. The architect should consider modifying the building skyline to conform to the guideline, or provide justification to support the current design.
 - >> Based on the response from Clayco, dated July 18, 2016, the proposed cornice matches the existing Centene development, and visual interest will be provided via lighting. However, 1) while approved, the existing Centene development does not conform with the guideline; 2) no details on the lighting strategy are provided; and 3) visual interest through lighting will not be experienced during the day. Therefore, this requirement has not been met.
- 6) *Facade relief should be incorporated into all building elevations. Long uninterrupted elevations should be avoided.*
 - >> The building design of Subdistrict 4 does not meet this requirement, as it utilizes uninterrupted glass curtain walls on all building facades. This reviewer acknowledges that this design is consistent with the many other neighboring buildings; it does not, however, conform to the architectural guidelines. The architect should consider providing façade relief to conform to the guideline, or provide justification to support the current design.
 - >> Based on the response from Clayco, dated July 18, 2016, façade relief appears only to occur at the street level of this building. This does not conform to the intent of the guideline. Therefore, this requirement has not been met.
- 7) *Window openings should be incorporated into all building elevations. Blank walls, long horizontal openings, odd shapes and glass walls should be avoided.*
 - >> It is indeterminate as to whether the building design of Subdistrict 4 meets this requirement. The building is clad in a glass curtain wall, which is technically not in conformity with the guideline. This reviewer acknowledges that this design is consistent with the many other neighboring buildings; it does not, however, conform to the architectural guidelines. This reviewer also understands that the intent of this guideline is to avoid the monolithic appearance of “glass boxes” that do not express or articulate floor plates, interior spaces, or a rhythm of structural bays and vertical elements. The specifics of the glass curtain wall design, the building’s transparency, and the visibility/expression of these elements will determine whether or not the proposed design is compatible with the guideline.
 - >> As provided, the building elevations and watercolor renderings do not provide sufficient illustrative detail. 3D digital renderings specifying materials, material transparency, and accurately representing the appearance of the building must be provided before this review can be accurately completed.
 - >> Based on the response from Clayco, dated July 18, 2016, the single 3D digital rendering matches the existing Centene development, with a high degree of

transparency and clear articulation of floorplates and building structure. Therefore, the intent of this requirement has been met.

8) *The upper story of parking structures abutting the street should be of design material and color compatible with the urban setting.*

- >> It is indeterminate as to whether the building design Subdistrict 4 meets this requirement. While the Carondelet Avenue (south) façade of the parking podium is clad in a distinctive folded and perforated metal screen that is visually-appealing, harmonious with the surrounding urban context, and matches the parking structure upper story treatment of Subdistrict 1, the west façade of the parking structure is clad in precast concrete. While this façade faces the neighboring Natalie Gayle Building across a narrow, approximately 20-foot wide service alley, a portion of this façade will be visible from the street. The visibility of a precast concrete wall is not compatible with the urban setting and does not meet this guideline.
- >> Furthermore, the existing Centene Plaza Garage was approved based on a design in which the upper floor screen assembly wrapped entirely around the west façade. As built, the existing Centene Plaza Garage did not include the feature. As a result, the west façade is rendered only in precast concrete, and this façade is fully visible from the west. This condition does not meet the guideline and is not compatible with the urban setting. The existing Centene Plaza Garage represents an undesirable condition and precedent that must not be repeated in future projects.
- >> In order to make a final and complete evaluation of Subdistrict 4's conformity with this guideline, a minimum of two (2) accurate perspective renderings of the proposed project in the context of its neighboring buildings must be provided. One (1) rendering should be of a view from the southwest looking northeast across Carondelet Avenue. One (1) rendering should be of a view from the northwest at the corner of Forsyth Boulevard and Bemiston Avenue, looking southeast across the Café Napoli. Both of these renderings must illustrate a "worst-case scenario" of the visibility of the west façade. When this rendering is provided, this reviewer will be able to accurately determine the visibility of the west façade from the street the distance that the perforated metal screen will need to wrap the west façade to conform with this guideline.
- >> Based on the response from Clayco, dated July 18, 2016, the requested rendering(s) showing the west façade of the Subdistrict 4 parking garage have not been provided. Therefore, we are unable to fully evaluate if this requirement has been met.

CONCLUSION

The proposed project appears to be a generally well-designed, high-quality building that exhibits distinctive and identifiable characteristics. The proposed project will be a significant positive addition to the area and Downtown as a whole; however, it is not possible to complete the architectural design review at this time due to required missing information.

STAFF RECOMMENDATION

To continue consideration of this request to a later date, and that the applicant submit the following to be reviewed by staff prior to reconsideration by the Architectural Review Board:

1. Revised plans addressing the following recommendation:
 - a. Provide ground-level retail space along the full Carondelet Avenue frontage of the building.
 - b. Modify the building skyline to conform to criteria number five, or provide justification and documentation to support the current design.
 - c. Provide building façade articulation to conform to criteria number six, or provide justification to support the current design.
 - d. Provide two (2) adequate perspective renderings of 1) the southwest corner of the building—looking northeast across Carondelet Avenue—and 2) the northwest corner of the building—looking southeast from the corner of Forsyth Boulevard and Bemiston Avenue—to allow the reviewer to accurately determine a) if the project meets Guideline 3.b.vi regarding the treatment of parking structure upper floors, and/or b) the degree to which the design will need to be modified to meet this criteria.
2. Photorealistic, 3D digital renderings showing building materials, colors, transparency, reflectivity, landscape elements, and surrounding context of neighboring buildings. A minimum of four (4) renderings per Subdistrict should be provided in order to adequately illustrate the project.
3. Color-rendered context elevations—minimum of one (1) rendered elevation per building façade—showing façade materials, shadows, colors, transparency, and the project in relation to existing neighboring buildings.
4. Color-rendered ground-floor façade elevations—minimum of one (1) rendered elevation per building façade—showing a zoomed-in view of ground-floor / street level façade materials, shadows, colors, transparency, and the project in relation to existing neighboring buildings.
5. Elevations, sections, perspective renderings, and site furniture details for all public outdoor plazas and gathering spaces.